

Social Security Bulletin

October 1941

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Intake Practices in Local Public Assistance Agencies

Negro Domestic Workers in Private Homes in Baltimore

**Workers With Annual Taxable Wages of
Less Than \$200 in 1937-39**

Experience-Rating Operations in 1941

**Assistance Payments and Social Characteristics of
Recipients Accepted for Old-Age Assistance**

FEDERAL SECURITY AGENCY

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

Volume 4

Number 10

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WASHINGTON, D. C.

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CONTENTS

| | Page |
|---|------|
| SOCIAL SECURITY IN REVIEW | 1 |
| INTAKE PRACTICES IN LOCAL PUBLIC ASSISTANCE AGENCIES, by Margaret Leahy... | 3 |
| NEGRO DOMESTIC WORKERS IN PRIVATE HOMES IN BALTIMORE, by Erna Magnus.. | 10 |
| WORKERS WITH ANNUAL TAXABLE WAGES OF LESS THAN \$200 in 1937-39, by Wayne F. Caskey | 17 |
| EXPERIENCE-RATING OPERATIONS IN 1941: A PRELIMINARY SURVEY | 25 |
| VARIATIONS IN ASSISTANCE PAYMENTS AND SOCIAL CHARACTERISTICS OF RECIPIENTS ACCEPTED FOR OLD-AGE ASSISTANCE, by Ellen J. Newman | 29 |
| PUBLIC ASSISTANCE: | |
| State and local financing of public assistance, 1940-41 | 33 |
| Statistics for the United States, August 1941 | 39 |
| Statistics by States, July 1941 | 47 |
| EMPLOYMENT SECURITY: | |
| Operations of the employment security program | 49 |
| Characteristics of placements, second quarter, 1941 | 58 |
| Size of benefit payment for total unemployment, second quarter, 1941 | 61 |
| Railroad unemployment insurance | 64 |
| OLD-AGE AND SURVIVORS INSURANCE: | |
| Operations under the Social Security Act | 68 |
| Operations under the Railroad Retirement Act | 71 |
| SOCIAL AND ECONOMIC DATA: | |
| Income payments to individuals | 74 |
| Payments under selected social insurance and related programs | 76 |
| Financial and economic data | 79 |
| RECENT PUBLICATIONS | 86 |



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Social Security in Review

PRESIDENT ROOSEVELT announced at a press conference on September 30 that he plans to send a special message to Congress on revision of the social security program. Among the objectives mentioned by the President were extension of the coverage of the old-age and survivors insurance system and the unemployment compensation program and provision of special Federal aid for the public assistance programs in low-income States.

SURVEYS TO FORESTALL threatened unemployment resulting from priorities of defense materials are under way in several cities. The regional labor supply committees are conducting the surveys through the facilities of the State employment offices and in cooperation with local representatives of labor and management. If it is found that industrial plants affected by shortages can be adapted to defense production, the Division of Contract Distribution of the Office of Production Management will attempt to allocate suitable contracts. If conversion is not possible, the Bureau of Employment Security and the affiliated State employment services will be responsible for registering all displaced workers and referring them to openings in defense and other plants. In the case of workers who are not qualified for immediate referral to jobs, the employment service will arrange with the local vocational education authorities for the prompt establishment of training courses to prepare the workers for specific defense occupations. It is anticipated that on the basis of these surveys patterns can be established for programs to be extended to other similarly affected areas.

Benefit operations under the employment security program in August offer a measure of the increase in employment in the first year of the defense program. In that month nonagricultural employment reached a new high of 39.5 million, 3.6 million more than in August 1940. Fewer

claims for unemployment benefits were filed and fewer benefit checks were issued than in any month since unemployment benefits became payable in all States. That both claims and benefit payments declined despite increasing lay-offs because of shortages of material and equipment suggests the possibility that many of the lay-offs were of comparatively short duration and also that hiring by the defense industries was more than offsetting current lay-offs. The \$26.5 million paid in benefits and the 2.4 million weeks compensated were both about half the August 1940 totals, and each represented a decrease from July 1941 of about 10 percent. Total benefit payments of \$252.4 million for this year were 35 percent less than for the same period last year. In August 1940 a minimum of 1.3 million workers received benefit checks; this August, benefit checks went to some 677,000 workers, and the weekly average of recipients was the lowest for any month since October 1939.

State employment offices made 510,000 placements in August, more than half again as many as in August 1940 and the highest monthly volume since the defense program was initiated. In the first 8 months of this year 3.5 million placements have been made for some 2.4 million different individuals. In the comparable 1940 period 2.3 million placements were made for 1.5 million different individuals. The active file fell to 4.7 million at the end of August, 6 percent less than the July total and 10 percent less than the total a year ago. Although applications for jobs decreased from July, they were 14 percent above August 1940 applications.

Information reported regularly to the Bureau of Employment Security on future labor needs of 9,900 selected plants manufacturing vital defense materials indicates that during the last 4 months of this year employers in these plants expect to need some 273,000 additional workers. More than half of these workers will be needed in air-

craft and shipbuilding industries. Arrangements for recruiting the number and type of workers needed in the defense program will be the responsibility of the State employment offices. In cooperation with other agencies, they will also assist in determining the types of defense vocational training courses to be given.

Local State employment offices are working closely with the local selective service boards in a reemployment program for men discharged from military service in consequence of a recent amendment to the Selective Service Act. It is anticipated that approximately 200,000 men will be released between September and December of this year, and a reemployment committeeman, appointed by the State selective service director, is to act as liaison and consultant between the soldier, his former employer, industry, and the State employment services. The local employment offices will assist directly in placing released men who are unsuccessful in obtaining reinstatement, those who were unemployed or in temporary jobs when they entered the Army, and men who because of occupational training while in military service hope to get better jobs or who for various reasons are unwilling to return to their former positions.

AT THE REQUEST of the Civilian Technical Corps of the British Government, the United States Employment Service has undertaken to assist in recruiting workers in certain occupations for work in England. These workers will serve as paid members of a noncombatant body of civilian craftsmen enrolled on a voluntary basis by the British Government to maintain and repair technical equipment used by naval, military, and air forces. The Metal Trades Placement Unit of the New York State Employment Service in New York City was designated by the Bureau of Employment Security as the order-holding office in the recruiting program.

AN INCREASE from July of 20,200 in the number of monthly benefits in force under the old-age and survivors insurance program brought the total to 412,700 at the end of August; the amount of benefits in force totaled \$7.5 million. The average for all benefits in current-payment status was \$18.10. As demands increase for experienced workers in defense activities, more employees at retirement

age are continuing in or returning to employment, as reflected by the fact that the proportion of all beneficiaries in current-payment status, as well as the proportion of primary beneficiaries, has declined each month since February. Lump-sum payments certified in August on the wage records of 8,500 deceased workers amounted to \$1.2 million.

IN AUGUST, for the fifth successive month, total expenditures for public assistance and earnings on Federal work programs decreased. Payments totaling \$161.1 million—4 percent less than in July and 25 percent less than in August 1940—are estimated to have benefited 10.4 million persons in 4.0 million households in the continental United States. Total earnings on projects of the Work Projects Administration decreased 9 percent to \$61.1 million in August. Payments for the special types of public assistance, on the other hand, increased slightly from July and amounted to \$60.3 million; increases of less than 1 percent occurred in all three programs. General relief payments were \$19.6 million, 1 percent less than in July but 38 percent less than in August a year ago.

WITH THE APPROVAL by the Social Security Board of its plans for aid to dependent children and aid to the blind on September 26, Texas became the forty-second jurisdiction to administer plans for all three types of public assistance under the Social Security Act, the forty-fifth with an approved plan for aid to dependent children, and the forty-fourth for aid to the blind. The new programs will be administered by the Department of Public Welfare, which also administers the old-age assistance program, in operation since April 21, 1936. Applications for assistance will be taken at local welfare offices. Federal grants were also approved for the new programs: for aid to dependent children, \$20,000 for the quarter July-September and \$215,000 for October-December; for aid to the blind, grants of \$12,500 and \$95,000 were made for the corresponding quarters. The State estimates that under the new plans, which became operative immediately upon approval by the Board, some 20,000 needy dependent children and 3,000 needy blind persons will be receiving assistance payments by the end of this year.

Intake Practices in Local Public Assistance Agencies

MARGARET LEAHY *

THE PROCESS of taking applications for assistance for the needy aged, the needy blind, and dependent children and of determining eligibility today has a meaning quite different from that of 8 or 10 years ago. With the rapid expansion in these programs made possible by the Federal Social Security Act have come many changes in methods of administration. Broader and more flexible policies and procedures have been and are being developed for effective operation of the public assistance program.

The fact that in March 1941 there were more than twice as many persons receiving aid to the blind, three times as many families receiving aid to dependent children, and almost twenty times as many persons receiving old-age assistance as there were in March 1933 gives some idea of the impact of public assistance upon State and local welfare agencies. Even in States where there had been statutory provision for these types of assistance prior to the passage of the act, the early programs reached only a small portion of the persons for whom they were intended. Participation was not always mandatory; often the counties could choose not to provide assistance. With the added resources available to the States and local agencies, all political subdivisions in States with approved plans now participate in making provision for these types of assistance.

A significant factor affecting administration of public assistance since the passage of the Social Security Act has been the placing of responsibility for supervision of the public assistance programs upon a single State agency. In the earlier programs, State supervision existed in only a small number of States in which there was State financial participation. Formerly each local agency had its own policies and practices, and controls for seeing that those who applied for assistance received equitable consideration were either nonexistent or generally inadequate. Opportunities existed for

discrimination in the consideration of applications within the same State and even within the same county. Applicants denied assistance had no recourse.

The fact that a single State agency now administers or supervises the administration of public assistance within each State and that the agency must meet certain requirements in order to qualify under the provisions of the act is resulting in changing concepts of the program. In contrast to the old poor-law traditions, the concept of assistance as a right, available on fulfillment of certain conditions of eligibility, is developing. Policies and procedures designed to facilitate providing assistance to all eligible persons on an equitable basis are being promulgated by State and local agencies. The opportunity to apply for assistance is being made available to a larger group of persons, and there is a growing recognition of the value of uniformity in the procedures for taking applications with enough flexibility for consideration of individual circumstances. Formerly the final decision as to which persons in the community might receive assistance rested entirely with the local agencies. Now an applicant who is dissatisfied with the decision of the local agency may make a formal appeal to the State agency for a reconsideration of the decision. When the hearing is held, it is the State agency's decision that becomes binding upon the local agency.

The establishment in local communities of the principle of State supervision of local agencies and the right of individuals to a fair hearing is a slow and tedious process requiring continuous interpretation and leadership. Local autonomy has always been an important factor in a community's attitude toward the problems relating to the provision of financial assistance to groups receiving relief. The introduction of the rules and regulations of the State agencies into the local communities in such a way that they are understood and accepted has, therefore, involved constant work on the part of State and local public

*Bureau of Public Assistance, Field Division. Paper presented at the National Conference of Social Work, Atlantic City, June 4, 1941.

assistance workers and has met with varying success.

A marked development in the acceptance by local agencies of the leadership and supervision by the State agency is easily discernible. Even now, however, there are wide variations in practices in local agencies, often within the same State. These variations reflect the attitudes and pressures of the community and indicate that local agencies are coping with many problems in an attempt to give equitable treatment to applicants and recipients and to maintain satisfactory working relationships with other local groups and with the State agency.

Responsibility for developing and promulgating the policies and rules and regulations for taking applications and determining eligibility is now shared by the State agency and its local agencies. Making the opportunity to apply accessible to applicants and informing them of the conditions of eligibility are largely the responsibility of the local agencies.

To establish satisfactory procedures for receiving applicants, for answering inquiries, and for helping to prepare applications and to determine eligibility is challenging, particularly in a public agency which is constantly under the surveillance of the community. One of the most effective ways of informing the community about the program is by channeling information through the applicants and recipients themselves. Their first impressions of the agency, their understanding of its policies, and their reactions to the workers have, therefore, a direct bearing not only upon the future attitudes of the applicants but upon the community and its support of the agency.

An applicant who finds the office easily accessible and who has an opportunity to tell his problems to a skilled interviewer in private and without undue delay, interruption, or confusion has a vastly different attitude from that of one who encounters a crowded office and must explain his problems in the presence of others. Local welfare offices are seldom located in modern buildings with sufficient space and equipment for suitable reception facilities and privacy of interview. Many offices are located in rooms which have poor ventilation and lighting and are served by antiquated elevators or reached by steep, dark stairways. Offices may be in courthouses, above garages, in basements, in buildings formerly used for warehouses or factories,

or in buildings formerly used as residences. Frequently waiting rooms are overcrowded, and reception facilities are inadequate.

Many agencies have recognized this problem and have attempted to obtain suitable quarters. Failing in this attempt, they have used makeshift devices in order to give a semblance of privacy to the applicant who requests assistance. Some agencies, to eliminate overcrowding in the waiting room, make more home visits than would ordinarily be required; some have found it necessary to make appointments for applicants to return for the intake interview; and, in some instances, the workers hold interviews in their automobiles in order to ensure some degree of privacy.

Decision as to the Type of Assistance

The applicant should be free to choose the type of assistance for which he wishes to make application. Ordinarily, of course, he will not wish to apply unless he believes his eligibility can be established; and, if the various services of the agency and the eligibility requirements are explained to him in the course of the intake interview, he obtains help in the selection of the program which will best meet his need.

Various factors have served at times to make it difficult for agencies to provide immediately the type of assistance best suited to the need of the applicant. Funds are often inadequate. Community attitudes may force rejection of the applications of persons who supposedly do not have proper moral character.

The growing tendency to integrate and coordinate all public welfare services at the local level has meant that many agencies now administer not only the three categorical programs but also general relief. Frequently the same agency makes certifications to the National Youth Administration, Civilian Conservation Corps, Work Projects Administration, and Farm Security Administration and may also be responsible for child welfare and other related services. In some of these agencies, persons who ask for one of the special types of assistance are required to make a general application for assistance on the theory that the agency will determine the type of assistance which best meets the need of the applicant. As a matter of fact, financial limitations and community pressures may be such that the primary concern of the

agency is necessarily the conservation of funds rather than the type of assistance most suitable for the applicant. Consideration is given first to aid under programs of the WPA or FSA, which involve little or no cost to the county. If the applicant does not meet the qualifications for these types of assistance, he may be permitted later to file application for old-age assistance, aid to dependent children, or aid to the blind.

In some counties applicants who may seek and be eligible for aid to dependent children first receive general assistance. After a period of observation in which the applicant has been proved technically eligible and has demonstrated his ability to handle or manage cash, is found to be unemployable, maintains a "suitable" home, is considered able to manage on aid to dependent children without supplementation, or will benefit from a long-time program, he is considered ready for aid to dependent children. In the meantime, if general assistance payments are lower than payments for aid to dependent children, the opportunity for continued maintenance of the child's home may be lost through inadequate general assistance payments. Moreover, if general assistance is provided in kind instead of in cash, the family does not have the opportunity for managing its affairs and for utilizing its resources in the way it considers best. Families receiving general assistance who are potentially eligible for aid to dependent children may be overlooked as a result of the pressure of work that often exists when there are large general assistance case loads.

When, on the other hand, the agency administers a number of programs of assistance, there are certain advantages to applicants. Those who are found ineligible for the type of assistance for which they make application may be considered and found eligible for another type of assistance without delay or inconvenience to them or to the agency. Moreover, when an applicant is eligible for more than one type of assistance and there is a long waiting list for the type of assistance that best suits his need, there may be vacancies in the quotas for other types of assistance. In such instances, assistance can be made readily available. Old-age assistance or aid to the blind is substituted wherever possible in some counties in which there are long waiting lists for aid to dependent children. As soon as the family is reached on the waiting list, aid to dependent children is provided.

In many instances general assistance is made available during the waiting period.

Taking the Application

The purpose of the written application is to have recorded evidence that an applicant has, on his own responsibility, made a formal request for assistance. If the intake interview proceeds skillfully to the point at which the applicant understands the requirements, and if no circumstance appears which definitely makes him ineligible for assistance, it should be possible to take the application for one of the special types of assistance at that time. Since a written application for assistance is a protection to the applicant who may wish to appeal in case action on his request is delayed, the sooner it is taken the greater his security in the consideration of his right to a fair hearing. Moreover, uniformity in recording an application makes for accuracy in the statistical count of applications. Uniformity also makes possible the comparison of time required for the agency's action on one application as compared with another. Moreover, interagency comparisons are more nearly valid.

The right to make written application should depend only upon the applicant's belief in his eligibility and not upon proof of eligibility typified by documentary evidence, establishment of need, or the performance of certain preliminary investigations. In some agencies, applicants may make written application when they first request assistance. In others, a written application is made and reported statistically by the agency at a later visit, usually by appointment, when a detailed intake interview is held. In some, an application is taken only when the applicant has proof of such eligibility requirements as age or residence. Although in many instances the applicants are able to obtain the required proof without serious difficulty, there are some who, through a lack of knowledge or because of fear, may not take the steps necessary to obtain evidence of their eligibility. Thus, even though they have requested assistance, if the applicants do not return to the agency and the agency does not seek them out (as they frequently do not), the applications become in actuality rejections.

In still other agencies, the burden of responsibility for establishing the eligibility of applicants

is assumed by the agency, but the request is not considered and reported as an application for assistance until all necessary proofs of eligibility have been obtained. In some places where the State agency makes the final decision regarding eligibility, the request for assistance is considered as an application only when the record is sent to the State office for approval of a payment.

It is common practice to reject persons at intake without taking a written application if they seem obviously ineligible for old-age assistance, aid to dependent children, or aid to the blind. This practice is undoubtedly sound, provided rejections are made by persons qualified to make the decision and are based on clear-cut evidence of inability to meet technical requirements, such as age or residence, and provided the reason for the rejection is clearly interpreted to and understood by the applicant. If, however, the applicant is dissatisfied with the decision, he should have opportunity to file a formal application and to obtain the same consideration of his request as is given other applicants.

Unfortunately, the records of rejections at intake are often so meager that it is impossible to determine by review whether the applicant has had full opportunity to apply and equitable consideration of his request. In many instances in which the reason for rejection is recorded, the agency's basis for deciding that the application should not be taken is not substantiated by information in the case record. While the recorded reasons for such rejections usually relate to technical eligibility requirements, some are based on a worker's decision that need does not exist, either because of the applicant's statement of his income or the presumed ability of relatives to furnish support.

For various reasons it is desirable to keep a complete record of the interview and of the decision reached jointly by the receptionist or intake interviewer and the applicant. Such a record safeguards the interests of the applicant and the agency and is useful to the agency if the applicant reapplies. It is available when questions arise as to the consideration given to the applicant when he made his request for assistance, and it affords the necessary material for a review of his opportunity to apply. This opportunity is the first and perhaps the most important step in the application process.

The Application Form

The application is essentially a petition for a benefit to which the applicant believes he is eligible, and the application blank is the form on which the petition is presented. The form is developed primarily for the use of the applicant, and for this reason it is important that the content be limited to the data that are germane to the filing of a written application and that the items be simple to avoid confusion and error in preparation.

The application blanks now in use vary in content and form. Separate forms are generally used by local agencies for each of the special programs. Some are simple and limited as to content; others are needlessly elaborate and include too much of what should be a part of the investigation of eligibility.

An application form could include only a request for assistance, data identifying the applicant, and the signature of the applicant. Agencies have found, however, that it is usually advisable to make the application blank for categorical programs somewhat more inclusive. It seems especially desirable to be certain that the applicant is aware of the eligibility requirements of the program under which he is applying for assistance and that he is aware of his right to a fair hearing. One method used is to include this information in the application blank or on a supplementary form, where it is stated in simple terms which any ordinarily intelligent applicant can understand.

No doubt the contents of some application blanks look as formidable to the applicants as insurance policies and income-tax blanks look to some of us. Therefore, if the applicant is to understand the requirements of eligibility and to comprehend his responsibilities in fulfilling the conditions of eligibility, the application blank should be so simple that many applicants could, if they wished, make out their own blanks. In addition, it is desirable that the agencies give information, advice, and aid in filling out these blanks. An especially skilled staff of workers is being provided by some agencies to carry on the intake interview with each applicant. At this time, the eligibility requirements are more carefully interpreted and explained than is feasible on an application blank. Ordinarily the applicant himself should fill out the blank. If he is unable

to do so or desires help, the worker may assist him. When help is given, it is essential that the applicant have a complete understanding of the information on the form before he signs it.

Although agencies do not always require the signature of applicants on applications for general assistance, it is customary in nearly all agencies to have the application for old-age assistance, aid to dependent children, or aid to the blind formalized by the applicant's signature. In some instances the signature must be witnessed or notarized. Twenty of 51 jurisdictions administering old-age assistance, 13 of 43 jurisdictions administering aid to the blind, and 10 of 44 jurisdictions administering aid to dependent children under State plans approved by the Social Security Board require applicants for these types of assistance to make their applications under oath.

If the application blank is used merely to identify the applicant, to set forth the eligibility requirements, and to record his request for assistance and his belief that he is eligible, there seems to be little reason for concern over the question whether or not the document is legally binding. Investigation of eligibility is a social study and cannot be a mere check on the veracity of statements made by the applicant or by other informants. Assurance of an applicant's veracity is usually much less important, in fact, than assurance that he has fully understood the eligibility requirements and that in making his statements he has understood and taken into consideration all the facts that have a bearing on eligibility. The applicant's feelings are also important, since they inevitably influence the selection of facts to be included in his statements and likewise his method of presenting them. In other words, the facts back of the applicant's statements and his purpose in making them are as significant as the statement itself.

The Investigation or Social Study

The basis for determining the eligibility of individual applicants for old-age assistance, aid to dependent children, or aid to the blind is the investigation or social study that is carried out by the local unit. The investigation begins at the first request for assistance and extends through the decision to grant or withhold assistance. It consists of a careful inquiry into the applicant's

circumstances as they relate to the conditions of eligibility established by the State agency, the accumulation of the best information available to substantiate his claims, the weighing and evaluation of this information as a reasonable basis for determination of eligibility, and the decision to grant or withhold assistance. It involves the collection and evaluation of information from a wide variety of sources and requires the constant application of the essential skills of social case work and the use of tact and discrimination that can be assured only under effective supervision.

The investigation brings into focus the policies of the State and local agencies, and in the final analysis the decision reflects the attitude of the worker and of the community toward individual applicants and toward the program. A clear definition of terms and a thoughtful formulation of policy by the State agency will establish basic methods of work, leaving to the judgment of the individual worker those matters in which discretion and flexibility can assure more sympathetic treatment and better service to the applicant. Basic also is the need for the worker to know the policies and procedures so that she can interpret them to the applicant. Her ability to apply the eligibility requirements to the applicant and to his particular situation determines whether the applicant leaves with a feeling that application is a mechanical process or a process in which there is recognition of his own particular problems.

To assist and direct the worker in this important task, agencies are recognizing the need of providing trained and experienced case-work supervisors in the local agency to interpret the rules and regulations of the State and local agency; to direct the worker to appropriate sources of information during the investigation; to assist in evaluating evidence obtained; and to share in the decision as to what service is to be provided.

The division of responsibility among the various agency workers for establishing eligibility is important only as it relates to proper consideration of the application and to the promptness with which the applicant's needs are considered. The division of responsibility between the receptionists and the intake interviewers or between the intake interviewers and the home visitors is not always clear-cut. In some agencies, clerks act as receptionists and are responsible for most of the inter-

viewing at intake; in others, their services are limited to routine activities, such as recording identifying information and clearing the request with the master index and the social service exchange. In some agencies, the intake interviewer is a professional person whose responsibilities for a particular application end when the intake interview is dictated. In some, the intake interviewer also makes telephone calls and prepares letters for verification of such eligibility factors as may be obtained without home or collateral visits. In others, the worker who conducts the intake interview carries complete responsibility for establishment of eligibility and may or may not have continuing responsibility for service to the recipient.

Most agencies consider the establishment of eligibility a joint responsibility: the applicant supplies information about his economic and social status and obtains documentary proofs of eligibility when they are readily available, and the agency assumes responsibility for supplementing this information through correspondence, contacts with other social agencies, and search of public records. Such a plan tends to preserve in the individual the impulse toward self-help and independence and helps him to understand the agency's resources and its policies and procedures.

When the requirements are thoroughly understood, applicants are usually better able to furnish the detailed data needed to establish eligibility. The applicant himself is the primary source of information and therefore should know his full rights and responsibilities under the State plan, including his right to a fair hearing. Some local agencies have found it helpful to supplement an oral explanation to the applicant by a booklet giving full and clear explanation of the provisions of the plan as they relate to individual applicants, of facilities available for service to him, and of his obligations. In some agencies, this information is given by the receptionists, and in other instances by the intake interviewers. Some agencies depend entirely upon oral explanation by the workers of the opportunity for a fair hearing and of the eligibility requirements. Others make no special provision for assuring that applicants fully understand eligibility requirements, their responsibilities in establishing eligibility, or their right to appeal from the decision of the local agency.

Determination of eligibility is not a task that can be reduced to a few simple routine steps or

carried out by any one formalized method. Some of the factors of eligibility, such as age and residence, are objective and relatively easy to establish. Some factors, such as income or resources, although they may seem simple, objective, and absolute, really are far from being so. Income, for instance, is often variable and uncertain; and, since future rather than past need must be considered, there must be an estimate of expected income and need, which requires discriminating judgment as well as technical skill. The evaluation of resources may involve estimates of value and availability which also require judgment and discrimination.

Some agencies send out questionnaires, sometimes requiring notarization, or form letters to relatives as a means of obtaining data on their ability to support the applicant. Such a questionnaire usually fails to enlist the interest of the relative in making a financial contribution or in giving service to the applicant that might be obtained through personal contact. Moreover, the use of a questionnaire or a form letter does not generally ensure an accurate and intelligent reply, because the relative usually does not have a sufficient understanding of the objectives of the program to comprehend the significance of the questions asked. Understanding, interest, and cooperation are important, and personal contact is much more fruitful of results.

Satisfactory help from relatives rests on the recognition and acceptance of responsibility as a part of normal and wholesome family relationships. It is therefore desirable that the agency explain the law regarding responsibility of relatives and permit the applicant to make his own arrangements with his relatives. When a satisfactory arrangement cannot be reached on this basis, the worker may interview the relative, explaining to him the scope and objectives of the program and his responsibility under the State law. When distance makes it impossible to interview the relatives personally, an interview by a cooperating agency may be arranged or the worker may write directly to the relative, explaining in detail the situation. In the selection of relatives to be approached, the applicant can participate by indicating which relatives may be able and willing to help him.

It is customary in some agencies to obtain signed statements from friends of applicants con-

cerning the applicant's resources. Aside from the effect of such a practice on the relationship of the applicant with the agency and with his friends, undue responsibility is placed upon the friend, who ordinarily does not know what resources may be available. He is then obliged to refuse information or to give information that may later prove false. Moreover, this requirement gives the veto power to private persons in a matter that requires expert opinion based on preliminary findings of fact and also tends to routinize the investigation process.

If the relationship between the worker and the applicant is skillfully developed, an applicant will usually accept his responsibility for presenting a full and accurate account of his economic resources and the evidence of his ownership of property. He is less likely to do so, however, if agency policies are, or seem to him, unfair and oppressive. The number of persons who conceal resources can be reduced by assurance of fair dealing, and, conversely, the number can be and is increased when agencies attempt to substitute for equitable treatment and individual interpretation mechanical methods of check-up backed by threats, pressure, and actual prosecution of those who are found to have misrepresented their circumstances. Agencies that put their emphasis on establishment of

sound investigatory methods resulting in equitable treatment usually win the confidence and cooperation of applicants.

No attempt has been made in this paper to indicate all the problems in connection with the taking of and action on applications for old-age assistance, aid to dependent children, and aid to the blind. An attempt has been made to emphasize a few selected problems common to all agencies and to show the various ways in which local agencies are dealing with them.

The most vital point in the functioning of a public assistance agency is its method of accepting and acting on applications. The treatment and consideration given the applicant and his participation in the application process are likely to determine the relationship that will exist between the individual and the agency as long as he receives assistance. Public opinion is directly influenced by the applicant who, as a member of the community, expresses his reactions to the services of the agency. Recognizing the far-reaching results of equitable treatment of applicants in the consideration of their applications, local agencies are continually evaluating their procedures in the light of their experience and are attempting to keep attuned to progress in the development of public welfare administration.

Negro Domestic Workers in Private Homes in Baltimore

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THE NEED TO EXTEND old-age and survivors insurance to domestic workers in private homes, a group on the lowest rung of the economic ladder, has, in general, not been questioned or denied. This article presents the results of a limited sample study of these workers in their present relation to the program—the extent to which they now contribute through their wages derived from covered employment, their success or failure in obtaining insured status, their chances of attaining such status if their employment were covered, and the measure of protection received by married women in domestic service through the insured status of their husbands.¹

The Sample

The study was conducted by the Bureau of Old-Age and Survivors Insurance during the first 3 weeks of January 1941. Interviewers visited every second home in 53 census tracts in 19 wards of the city of Baltimore and interviewed women who were or had been domestic workers. The tracts and streets included in the sample areas were carefully selected after consultation with various well-informed persons, and organizations such as the Urban League, the Y. W. C. A., and the State Employment Service, so as to obtain an adequate representation of individuals in various wage classes. Interviews were carried on in the homes of the domestic workers themselves and in the homes in which they were employed. In all, 1,211 persons were interviewed. For various reasons, 72 schedules were discarded, and the final sample included 1,093 Negro and 46 white women.

Analysis of the sample was limited to data on Negro women because of the predominance of Negroes in domestic service in Baltimore.² The study included 453 workers in full-time jobs

(resident and nonresident), 95 in part-time jobs, 259 working for one or more employers as regular day workers, 33 temporary day workers (casual workers), and 48 employed outside private homes at time of interview. For purposes of the study, full-time employment was considered to exist where the domestic worker lived in the home of the employer or lived outside the employer's home but worked regularly for the same employer every day in the week (except days off) for more than 6 hours a day and for more than 36 hours during the week. Part-time employment was indicated where the worker was employed less than 36 hours a week, or less than 6 hours a day, or for more than one employer, and was paid by the week. Day work was noted where the worker worked one or more full days (more than 6 hours per day) during the week or during the month by arrangement with more than one employer and was paid by the day. When a worker reported a combination of these types of employment, she was classified by the type of employment in which the major part of her time was spent.

The sample also included 88 Negro women who were unemployed and seeking work and 117 not seeking work at time of interview. With few exceptions, the women reported household employment in private families as their usual occupation.

The sample included the various types of employment characteristic of domestic service. The large proportion of nonresident full-time workers, in contrast to the small group of resident full-time workers, and the relatively large proportion of regular day workers, are typical of Negro household workers in general. A study of white domestic workers would probably have shown considerably more resident and fewer day workers.

Data on the age and marital status of the Negro women included in the sample conformed closely to findings of the 1930 census on Negro household workers in the city of Baltimore. The ages of the women interviewed ranged from 15 to 73 years; 32 percent were in the 25-34 year age group, and

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¹ For a general discussion of the characteristics of domestic servants, see Needleman, Rae L., "Domestic Workers in Private Homes," *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 10-20.

² Of 28,778 women listed by the 1930 census as engaged in "other domestic and personal service" in Baltimore, 22,822 or more than 75 percent were Negro.

Table 1.—Negro women in domestic service in Baltimore:¹ Distribution by age group and marital status

| Age at time of interview | Total | | Single | Married | Widowed | Separated and divorced |
|--------------------------|--------|---------|--------|---------|---------|------------------------|
| | Number | Percent | | | | |
| Total ² | 1,089 | | 242 | 507 | 146 | 194 |
| Percent of total..... | | 100.0 | 22.2 | 46.6 | 13.4 | 17.8 |
| Under 17..... | 6 | .6 | 6 | 0 | 0 | 0 |
| 17-19..... | 48 | 4.4 | 36 | 9 | 0 | 3 |
| 20-24..... | 162 | 14.9 | 80 | 65 | 1 | 16 |
| 25-29..... | 189 | 17.2 | 49 | 101 | 3 | 36 |
| 30-34..... | 159 | 14.6 | 29 | 84 | 10 | 36 |
| 35-39..... | 147 | 13.5 | 16 | 80 | 20 | 31 |
| 40-44..... | 144 | 13.2 | 11 | 75 | 23 | 35 |
| 45-49..... | 89 | 8.2 | 6 | 40 | 25 | 18 |
| 50-54..... | 71 | 6.5 | 5 | 20 | 32 | 14 |
| 55-59..... | 42 | 3.9 | 2 | 20 | 18 | 2 |
| 60-64..... | 17 | 1.6 | 0 | 7 | 7 | 3 |
| 65 and over..... | 15 | 1.4 | 2 | 6 | 7 | 0 |

¹ Women who were in domestic service in private homes at time of interview, or who had been in such domestic service prior to time of interview.
² Excludes 4 women whose ages were unknown.

73 percent in the 25-54 year group (table 1). About 22 percent of the women were single, 47 percent were married, 13 percent were widowed, and the rest were separated or divorced.

A survey similar to that discussed here was made in Philadelphia in the spring of 1940, under the auspices of the National Council on Household Employment and the Committee on Social Security of the Social Science Research Council. A carefully selected sample of 560 domestic workers was chosen for this study. Although the study was not confined to Negro women (slightly more than 25 percent of those interviewed were white), the general findings and conclusions were similar to those found in the present survey.³

Earnings in Domestic Service

In analyzing weekly earnings from household work, consideration was given only to earnings in the job which the women held when interviewed, or if unemployed, in the last job, provided this job had ended within 12 months prior to the interview. In view of the numerous variations in payments in kind and the considerable difficulty in evaluating these payments for each worker in the sample, the analysis was restricted to cash payments.

Weekly cash earnings ranged from less than \$2 to slightly more than \$18 for all women in the sample (table 2). The median earnings of women holding full-time jobs were \$8.89; for part-time

workers median earnings were \$5.73, and for regular day workers, \$4.83. There was no marked concentration in any one wage group. This lack of concentration and also the wide range of earnings reflect absence of standardization of wages in domestic service and indicate the extent to which individual agreements between employer and employee define the economic status of workers employed in private families.

Although the weekly cash earnings as well as the daily and hourly rates were known for the great majority of the women interviewed, the data did not allow for more than rough estimates of the annual cash earnings. This limitation was due to the absence of detailed reports on periods of unpaid vacation of regular day workers and periods of unemployment of less than one month's duration. Estimates of annual cash earnings were possible for only 255 women—slightly more than 30 percent of all women who held regular jobs at the time of interview—who had been at their present full-time jobs for more than 12 consecutive months. The earnings of these women ranged from about \$300 to more than \$900, with a median of \$497. It should be emphasized that these estimates cannot be applied to the whole sample group, since they undoubtedly overstate the average annual earnings of the average household worker in the sample, who did not have full-time employment throughout the year.

The fact that most of the workers received payments in kind in addition to their cash wages undoubtedly operated in many instances to augment their comparatively low weekly cash earnings. The type of payment in kind varied considerably for the individual worker. For 339 women who worked part-time and by the day, 37 different combinations of payments in kind were found in addition to cash wages; and for 448 who were employed as full-time workers, 12 combinations of payments in kind were recorded. Quite apart from the difficulties of setting cash values on such common types of payments as meals, lodging, and clothes, for example, these numerous variations in a very small sample would seem to offer sufficient evidence of the problem that would be involved in any attempt to evaluate individually for each worker the cash value of payments in kind received in addition to cash wages. At the same time, the fact that payments in kind generally constitute a part of the earnings of domestic work-

³ Mimeographed copies of the summary and conclusions of the Philadelphia study may be obtained from the Bureau of Old-Age and Survivors Insurance, Analysis Division.

ers in regular jobs points to the conclusion that they cannot be disregarded in devising a contribution and benefit system if coverage is extended under the old-age and survivors insurance program. State employment security agencies have devised methods for evaluating payments in kind for various classes of service workers who come within the coverage of unemployment compensation systems.

Considering the average earnings found in the study, there would seem to be little probability that workers would have savings or substantial private insurance payments to guarantee protection during old age. It was not surprising, therefore, to find that although four-fifths of the women had made insurance payments—half of them for life insurance and half for sickness, accident, or burial insurance—the largest proportion had made payments ranging from 25 to 50 cents per week. Less than 10 percent of the women stated that they had savings to live on during periods of unemployment.

The need for old-age and survivors insurance coverage was further indicated by the fact that, to a large extent, the earnings of the women interviewed appeared to be used to support dependents either by supplementing the family income or by supporting the family entirely. About one-half of those employed or seeking work reported dependents. Although the majority of the women with dependents were married, widowed, separated, or divorced, it is significant that 37 percent of the single women in the sample had other persons who were dependent on their earnings. About 55 percent of the women with dependents

supported children under the age of 18. This group included a considerable percentage of unattached workers, i. e., women who were single, widowed, separated, or divorced (table 3). It seems reasonable to assume that the majority of the unattached women supported their dependents entirely, while married women—with the exception of those whose husbands were unemployed—supplemented the family income with their earnings.

Participation in the Old-Age and Survivors Insurance System

In analyzing the data on occurrence, extent, and character of work performed outside of private families by the workers in the survey, it should be remembered that the study was conducted in a city where, according to available census data, less than one-fourth of all gainfully employed Negro women were employed in work outside private families in 1930.⁴ It is not surprising, therefore, that jobs outside private homes were found to be an insignificant part of the employment history of the great majority of the women interviewed. This finding held both for the period 1936–40 and for the total working life of the women. According to numerous comments received from the women interviewed, the small degree of industrial mobility was not due to lack of interest in other work but to lack of employment opportunities and training.

About 28 percent of the 1,093 women stated

⁴ Of 30,087 gainfully employed Negro women in Baltimore in 1930, 7,268 had been employed outside domestic service. *Fifteenth Census of the United States: 1930, Population, Vol. III, Pt. 1, p. 1062.*

Table 2.—*Negro women in domestic service in Baltimore: ¹ Distribution by employment status ² and amount of weekly cash wages received ³*

| Type of job and employment status | Number receiving weekly cash wages of— | | | | | | | | | | |
|--|--|---------------------|-------------------|-------------------|-------------------|-------------------|---------------------|---------------------|---------------------|---------------------|--------------------|
| | Total | Less than \$2.00 | \$2.00– \$3.99 | \$4.00– \$5.99 | \$6.00– \$7.99 | \$8.00– \$9.99 | \$10.00– \$11.99 | \$12.00– \$13.99 | \$14.00– \$15.99 | \$16.00– \$17.99 | \$18.00 or more |
| Total ⁴ | 956 | 37 | 110 | 200 | 215 | 179 | 132 | 59 | 12 | 3 | 9 |
| Employed in private homes..... | 804 | 32 | 91 | 169 | 182 | 147 | 114 | 49 | 11 | 3 | 6 |
| Full-time..... | 448 | 0 | 4 | 55 | 112 | 120 | 96 | 43 | 10 | 3 | 5 |
| Part-time..... | 93 | 3 | 11 | 38 | 24 | 7 | 5 | 3 | 1 | 0 | 1 |
| Regular day work..... | 253 | 25 | 71 | 75 | 46 | 20 | 13 | 3 | 0 | 0 | 0 |
| Temporary day work..... | 10 | 4 | 5 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Employed outside of private homes..... | 42 | 2 | 6 | 5 | 8 | 7 | 8 | 5 | 0 | 0 | 1 |
| Unemployed..... | 110 | 3 | 13 | 26 | 25 | 25 | 10 | 5 | 1 | 0 | 2 |
| Seeking work..... | 56 | 2 | 4 | 17 | 13 | 10 | 6 | 3 | 0 | 0 | 1 |
| Not seeking work..... | 54 | 1 | 9 | 9 | 12 | 15 | 4 | 2 | 1 | 0 | 1 |

¹ See table 1, footnote 1.

² Employment status at time of interview.

³ For employed persons, weekly cash wages are those earned during week of interview, i. e., any of first 3 weeks in January 1941; for unemployed persons,

weekly cash wages are those earned in last job held in household employment, provided such employment was not more than 12 months prior to interview.

Excludes 89 women who had no regular jobs during 1940 and 48 whose wages were unknown.

Table 3.—Negro women in domestic service in Baltimore: ¹ Distribution by type of dependents and marital status

| Type of dependent | Marital status | | | | | | |
|--|----------------|---------|--------|---------|---------|-----------|----------|
| | Total | | Single | Married | Widowed | Separated | Divorced |
| | Number | Percent | | | | | |
| Total ² | 976 | 100.0 | 231 | 430 | 132 | 158 | 25 |
| None..... | 505 | 51.7 | 145 | 211 | 76 | 60 | 13 |
| Children only ³ | 218 | 22.4 | 18 | 116 | 25 | 51 | 8 |
| Parents only ⁴ | 58 | 5.9 | 12 | 26 | 7 | 11 | 2 |
| Other family members only..... | 144 | 14.8 | 48 | 55 | 16 | 23 | 2 |
| Children and parents..... | 2 | .2 | 0 | 1 | 1 | 0 | 0 |
| Children and other family members..... | 38 | 3.9 | 3 | 15 | 7 | 13 | 0 |
| Parents and other family members..... | 9 | .9 | 5 | 4 | 0 | 0 | 0 |
| Children, parents, and other family members..... | 2 | .2 | 0 | 2 | 0 | 0 | 0 |

¹ See table 1, footnote 1.

² Excludes 117 women not seeking work at time of interview.

³ Children under 18 years. Children 18 and over are listed among other family members.

⁴ Parents 65 years and over. Parents under 65 are listed among other family members.

that they had held jobs other than domestic service in private homes at some time in the period 1936-40. However, jobs insignificant in length of time and in weekly hours of work were included in these figures. Almost half the women had spent less than a year in outside employment during this time, and 63 percent had spent less than 2 years.

Analysis of the work histories of 694 women who had records covering their total working life showed that 45 percent of them had held jobs outside private families during their working lives. About one-third of this group had worked less than a year in outside employment, and almost half less than 2 years. Work outside of private families was reported less frequently by women who were over 45 years of age at time of interview. These findings were markedly similar to those in the Philadelphia survey, where 28 percent of the women reporting outside employment had been so employed for less than a year and 44 percent had had such employment for less than 2 years during their working lives.

Although the types of other industry and occupation varied considerably, the largest concentration of jobs was found in other service industries.⁵ Approximately one-third of the women who had held other jobs during 1936-40 had been

⁵ The industry of the job held longest during 1936-40 or the industry in which most time was spent was used in determining the prevailing industries.

employed in hotels, restaurants, boarding houses, and similar establishments, and about one-fifth had held jobs in manufacturing industries. The rest had been self-employed or had worked in agriculture or in various other types of industry.

More shifts from other jobs to domestic work in private homes were found during this period than from domestic employment to outside jobs. Of a total of 481 shifts listed, 251 were movements into domestic service and 181 from domestic service to other industries. That only part of these shifts represented shifts between covered and noncovered employment is suggested by the reports of the women interviewed and by the findings on their insured status under the old-age and survivors insurance program.

Insured Status

Although 363 women, one-third of the sample claimed social security account numbers, accounts for only 289 could be identified in the wage-record files of the Bureau of Old-Age and Survivors Insurance. About one-fifth of the latter had obtained account numbers for work in covered employment; the rest had received them while on relief work or in search of a job. More than half of the women whose accounts could be identified had no wage credits, and only about one-eighth of those with wage credits had accumulated sufficient quarters of coverage to achieve insured status.⁶

Data from the wage records substantiated facts suggested by the general work histories. Other service industries represented the type of employment for which more than two-fifths of wages in covered employment were paid.⁷ Work in covered employment was more frequently obtained by women in the younger age groups; about 16 percent of the women aged 25-34, for example, accumulated wage credits, as compared with 12 percent for all women. Work in covered industries included many jobs of insignificant length; about 30 percent of the women received wages of less than \$50 during the 3-year period 1937-39,

⁶ For the group under consideration, insured status would have been achieved as of December 31, 1939, if the worker had acquired at least 6 quarters of coverage; for a full definition of quarters of coverage and of insured status see the Bulletin, December 1939, pp. 5-6.

⁷ The industry of the employer who paid the largest part of the worker's wages in 1939 was used in determining the major type of covered employment. Among the types most frequently reported were work in personal-service establishments and hotels, restaurants, and lodging places, accounting altogether for more than 40 percent of industries in which taxable wages were earned.

and about 60 percent received less than \$200 during that time. Moreover, work in covered employment was scattered irregularly over different quarters, preventing the women who contributed to the system from accumulating potential protection from it.

Protection Through Husband's Social Security Status

The lack of insurance protection based on the women's own records was found to be partially compensated by the fact that the husbands of some of the 508 married women held jobs in covered employment. Only 178 husbands, however, were found to have any quarters of coverage, and only 142 had insured status. The measure of protection was especially small for older women. Of the 142 women who would have been eligible for survivors' benefits in the event of their husbands' death, only 22 were 45 years of age or over; 35 of the women whose husbands had social security accounts but not sufficient quarters of coverage for insured status were 45 years of age or over. In only 3 cases were both husband and wife found to have insured status.

Effect of Coverage Under Old-Age and Survivors Insurance

Taxable wages of only \$4 a week, if regularly and continuously received over a 13-week period, are sufficient to yield a quarter of coverage under the old-age and survivors insurance program. If workers were eligible for benefits on the basis solely of their earnings, the study would indicate that, in spite of their comparatively low cash earnings, the great majority of the women interviewed might have been able to attain insured status on this basis. About 85 percent of the women with wages had earned \$4 or more per week, and 64 percent had earned \$6 or more. But in view of the requirement that a specified number of quarters of coverage must be acquired for insured status at any given time, the degree of regularity and continuity of employment is a controlling factor.

Evidence from the work histories as to regularity and continuity was limited in two respects. It was difficult to get complete records of unemployment of less than a month and of voluntary partial unemployment and voluntary unpaid vacations of regular day workers who stayed with their employ-

ers over a period of years. Because of these limitations, it is not possible to draw general conclusions from the findings of the study, although they seem to indicate general trends of employment experience in private families.

The women interviewed had been in household employment for periods ranging from less than 1 year to more than 20 years. But data available for complete histories, showing continuous records from the first job up to the time of interview, indicated that on the average the total time spent in household work was rather short.⁸ The median number of years was less than 7 for all women who were employed or unemployed and seeking work. It was found to be slightly higher both for women holding full-time jobs and for those having regular day work at time of interview—slightly more than 7 and more than 9 years, respectively. About 37 percent had been employed more than 10 years in various types of work for private families, and about 25 percent had done such work for more than 15 years. These findings corresponded, in general, to those of the Philadelphia study. The median length of employment in Philadelphia was slightly more than 7 years, and about 37 percent of the women interviewed reported more than 10 years of domestic work in private families.

As could have been expected, the great majority of older women had more than 10 years of work experience in private homes. About 80 percent of the women 45 years of age and over, 59 percent of those aged 40 and over, and only 37 percent of those between 25 and 40 had had the equivalent of more than 120 months of paid household employment.

At first glance, these data seem to suggest that if domestic employment were covered by the insurance program the majority of the women interviewed might eventually fulfill the requirement of earnings of \$50 in each of 40 calendar quarters which would give them permanent and fully insured status. But the tendency to shift from full-time to part-time or day work may prevent any such possibility. Only 20 percent of all women interviewed had spent more than 10 years in regular full-time employment; 37 percent had held different types of household jobs for that length of time. Less than 8 percent had worked

⁸ Information on work experience was obtained principally for the 5-year period prior to the interview. Complete histories of women with work experience prior to 1936 were obtained only for 694 women for whom records were available.

as regular day workers for more than 10 years. Although four-fifths of all women interviewed reported some periods of full-time employment during their working lives, more detailed data on the years of employment might disclose periods of partial employment with less than the minimum wages required for a quarter of coverage. The study, therefore, did not yield a conclusive picture regarding the insurability of these workers with more than 10 years of work experience.

Work histories for the period 1936-40 revealed that more than half of the 976 women who were in the labor force in January 1941 had been employed continuously in private homes for a period of 55-60 months (table 4). Moreover, almost three-quarters of the women interviewed had spent more than 30 out of a possible 60 months working for private families. The length of employment experience varied considerably with the worker's age. Of the women aged 45 years and over, 86 percent had spent more than 30 months in household work during this period. This compares with 47 percent for those under 25 years of age.

Only part of the working time of these workers had been spent in full-time jobs. About 37 percent of the women had had full-time employment for more than 30 out of 60 months, the proportion being considerably higher for older women. It seems reasonable to conclude that these women may be able eventually to meet the qualifying requirements of the old-age and survivors insurance system, and it is also possible that women

doing regular day work for more than one employer or working several days per week may acquire sufficient wages to meet these requirements. A detailed analysis of periods of partial employment might, however, disclose a number of workers who worked for only 1 day a week and thus would not earn enough to qualify, even though they were employed in a sufficient number of quarters.

If the present exclusion from coverage of domestic service in private homes were withdrawn, domestic workers might still experience some difficulty in obtaining insured status under the present interpretation of casual labor, which is excluded from coverage under the old-age and survivors insurance program. By ruling,⁹ casual labor is defined as services which are not in the course of the employer's trade or business and which are performed on not more than 10 calendar days within a period of 2 consecutive calendar months. The data did not disclose any considerable amount of casual or temporary day work in private families—that is, periods during which the women did not have regular employment but instead picked up a day's work at their convenience. There is reason to believe, however, that part of the periods of partial employment in regular day work might be excluded as casual labor. Thus, a domestic worker who worked only 1 day a week for each of her employers might be excluded as a casual worker from coverage, unless

⁹A & C Mimeograph Collector No. 5121, rule A, Oct. 12, 1940, Bureau of Internal Revenue.

Table 4.—Negro women in domestic service in Baltimore: Distribution by number of months in regular employment in private homes and number of months unemployed and seeking work, 1936-40

| Number of months unemployed and seeking work | Number with specified months of employment in regular household jobs | | | | | | | | | | | | |
|--|--|---------|------|-----|------|-------|-------|-------|-------|-------|-------|-------|-------|
| | Total | | None | 1-6 | 7-12 | 13-18 | 19-24 | 25-30 | 31-36 | 37-42 | 43-48 | 49-54 | 55-60 |
| | Number | Percent | | | | | | | | | | | |
| Total ¹ | 975 | | 37 | 90 | 63 | 49 | 62 | 67 | 50 | 36 | 45 | 47 | 429 |
| Percent of total | | 100.0 | 3.8 | 9.2 | 6.5 | 5.0 | 6.4 | 6.9 | 5.1 | 3.7 | 4.6 | 4.8 | 44.0 |
| None | 792 | 81.4 | 29 | 58 | 42 | 31 | 42 | 49 | 35 | 25 | 34 | 35 | 412 |
| 1-6 | 86 | 8.8 | 3 | 13 | 6 | 7 | 13 | 4 | 2 | 6 | 6 | 10 | 16 |
| 7-12 | 29 | 3.0 | 1 | 3 | 7 | 4 | 2 | 0 | 2 | 4 | 3 | 2 | 1 |
| 13-18 | 18 | 1.8 | 1 | 5 | 3 | 0 | 3 | 1 | 3 | 0 | 2 | 0 | 0 |
| 19-24 | 9 | .9 | 0 | 0 | 1 | 1 | 1 | 0 | 5 | 1 | 0 | 0 | 0 |
| 25-30 | 18 | 1.8 | 1 | 4 | 0 | 1 | 0 | 9 | 3 | 0 | 0 | 0 | 0 |
| 31-36 | 10 | 1.0 | 0 | 2 | 1 | 2 | 1 | 4 | 0 | 0 | 0 | 0 | 0 |
| 37-42 | 4 | .4 | 0 | 3 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 43-48 | 5 | .5 | 0 | 0 | 3 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 49-54 | 1 | .1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 55-60 | 3 | .3 | 2 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

¹ See table 1, footnote 1.

² Excludes 1 person for whom period of unemployment was unknown and 117 persons not seeking work at time of interview.

the maintenance of a household were defined for purposes of the Social Security Act as a trade or business.

In this connection, it may be noted that the extent of partial employment was found to be much greater than that of involuntary unemployment. Periods of unemployment of a month or more during which the women were seeking work formed a distinctly minor part of the work experience. Voluntary withdrawals from the labor market were both more frequent and longer.¹⁰ About 18 percent of the women had been unemployed and seeking work for 1 month or more during the period 1936-40; about 30 percent had voluntarily withdrawn from the labor market during the same period.¹¹ For women who had been unemployed at any time during this period, the median length of unemployment while seeking work was 7.8 months, as compared with 15 months for periods of withdrawals from the labor market. These findings, both for the relatively small group of women who had suffered periods of involuntary unemployment and for the larger number of workers who had withdrawn from the labor market, conformed, by and large, to the data obtained in Philadelphia.

Conclusions

Information obtained on the extent to which the Negro domestic workers in the study had acquired any protection under the present old-age and survivors insurance system and on the insurability of the workers covered in the study pointed to problems characteristic of Negroes and of women workers in general.

Insofar as length of employment experience and regularity and continuity of employment are concerned, the study emphasized problems existing to some extent for women workers in general.¹² Frequent withdrawals from the labor market

shorten their work experience in both covered and noncovered industry.¹³ Insofar as there was a problem inherent in the occurrence of periods of partial employment, there is reason to believe that it is primarily a problem of Negro domestic workers, since white women are employed in day work to a much smaller degree.

The wage level of the majority of the women interviewed indicated that, if coverage were extended to household employment, a large part of these women, even if they could otherwise meet the eligibility requirements, would not be entitled to more than the minimum amount of benefits available under the Social Security Act. In this respect their situation is similar to the general situation of Negro workers now in covered employment.¹⁴

Any insurance protection obtained by the Baltimore workers under the present old-age and survivors insurance program was due largely to the insured status of their husbands. An insignificant number of the women interviewed have been able to obtain insured status on the basis of their own earnings in covered employment. This number was far surpassed by that of the women who had accumulated some wage credits from covered employment, but not enough for insured status. In the absence of available data on the extent of movement between covered and noncovered employment on the part of white workers, it is not possible to estimate the effect of racial differences on this problem. The evidence obtained on shifts between domestic service and covered employment suggests that—withstanding the fact that only a part of the Negro women interviewed had had experience in work outside private homes—more of the women might have acquired potential rights to benefits on the basis of their own employment experience if, by abandoning the distinction between covered and noncovered employment, it were possible to treat their employment as an unbroken unity.

¹⁰ Of the women not available for work at time of interview, about two-fifths were not working because of domestic duties, while about one-fourth were out of work because of temporary disability, sickness, or poor health.

¹¹ These figures are based on records of women who were in the labor force when interviewed.

¹² See U. S. Department of Labor, Women's Bureau, *The Woman Worker*, Vol. 21, No. 4 (July 1941), pp. 7-8.

¹³ Palmer, Gladys L., "The Mobility of Weavers in Three Textile Centers," *Quarterly Journal of Economics*, Vol. 55, No. 3 (May 1941), p. 485.

¹⁴ Franklin, Charles L., "Characteristics and Taxable Wages of Negro Workers, 13 Selected Southern States, 1938," *Social Security Bulletin*, Vol. 4, No. 3 (March 1941), pp. 21-31.

Workers With Annual Taxable Wages of Less Than \$200 in 1937-39

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IN EACH ONE of the years 1937, 1938, and 1939, approximately one-fourth of the workers with wages taxable under the old-age and survivors insurance program received wages of less than \$200 in the year, and approximately one-seventh received less than \$100. The average taxable wages for these two groups in 1939 were \$74 and \$38, respectively. What are the characteristics of these workers, and what is the nature and significance of their work and earnings experience? Data from the tabulations of 1937-39 wage records furnish a partial answer to these questions.

Of the total of 32.8 million persons who earned wages under the old-age insurance program in 1937, 7.1 million or 22 percent received less than \$200.¹ Both the number and proportion increased in 1938, primarily because of the business recession in that year, and amounted to more than 7.8 million workers, or 25 percent of the total of 31.2 million. In 1939, improved business conditions resulted in a slight decrease to 24 percent of the 33.1 million with taxable wages, although the number of these workers was approximately the same as in 1938. Yet only about 2 percent of the total taxable wages in each of the 3 years was credited to these workers.

With nearly one-fourth of the workers with taxable wages in the first 3 years of the program earning less than \$200 a year, the question of their ability to qualify for benefits under the program becomes important. Eligibility for all types of benefits depends both on the total amount of wages received by a worker in covered employment and on their distribution by calendar quarters. To qualify for benefits for himself and his dependents when he reaches age 65, a worker must be fully insured. His survivors are entitled to benefits if, at his death, he was either fully or currently insured. In general, to become fully insured, a worker must have had at least 1 quarter of coverage for each 2 calendar quarters elapsing during his working lifetime. A quarter of cover-

age is a calendar quarter during which a worker received at least \$50 in wages from covered employment. To be currently insured, a worker must have received at least \$50 for each of 6 of the last 12 quarters immediately preceding the quarter in which he died. A minimum of 6 quarters of coverage, however, is required for both fully and currently insured status. When a worker has 40 quarters of coverage he is considered permanently fully insured. It is possible, therefore, to become permanently insured without having been fully or currently insured previously.

Types of Workers Included

Among workers earning less than \$200, several types can be distinguished. The types are not, however, necessarily mutually exclusive. Some represent workers who are in the labor market for only part of the year. They are the new workers entering the labor market with the aim of obtaining permanent employment, those who are interested only in intermittent, casual, or seasonal employment, and those leaving the labor market during the year because of death, disability, marriage, or retirement.

Some workers are in the labor market during the entire year. They consist, in part, of workers who shift during the year between covered employment and noncovered employment, such as agricultural labor or domestic service. There are also workers who obtain only intermittent, casual, or seasonal employment and who are unemployed during the rest of the year. Another sector is made up of low-paid workers, who earn less than \$200 primarily because of low wage rates, but probably also because of less than full-time employment.

The problem of acquiring insured status will vary for each of these groups. The new workers can be expected to have an employment and earnings experience over a period of time which will enable them to acquire fully insured status and protection for themselves and their dependents or survivors. Whether or not workers who leave covered employment during the year will have acquired insurance protection will depend on the

* Bureau of Old-Age and Survivors Insurance, Analysis Division.

¹ Figures in the text on the number earning less than \$200 are slightly larger than in the tables, because they include workers whose sex, race, and/or age were unknown or who held railroad retirement account numbers.

amount and distribution of their complete covered employment and earnings experience in relation to the requirements for insured status. Students, for example, can be expected to obtain insurance protection as they become permanently employed. Married women, however, whose employment may continue to be casual or incidental may never qualify for benefits on the basis of their own wage records. Some of them, undoubtedly, will obtain insurance protection on the basis of their husbands' wage records.

Workers in the labor market throughout the year who move into and out of covered employment, represented primarily by workers in agriculture and domestic service, may not be able to obtain insurance protection, since only part of their total earnings are counted toward benefits. In the same way, workers who continue to earn less than \$200 because of intermittent, casual, or seasonal employment are least likely to be insured at death or at retirement, although some will obtain 40 quarters of coverage over a period of time and thus be permanently fully insured. A fraction of those who die prior to attaining permanently insured status may be currently insured and thus obtain protection for their survivors. Wage earners who receive less than \$200, primarily because of low wage rates, will, in large part, obtain insurance protection unless their employment and earnings experience becomes discontinuous. They will be eligible at best, however, for benefits only at minimum amounts.

Continuity of Employment

Although complete data on the characteristics of these fairly distinct types of workers with small earnings are not available, certain information on the continuity of employment and earnings is available for several types. For any one year, workers earning less than \$200 may be classified according to the wages received in the preceding or following year, i. e., those whose records show no wages, earnings of approximately the same amount, or higher wages. Such data were obtained from a sample of workers with wages of less than \$200 in at least one year during 1937-39.

The first group comprises those who earned less than \$200 under the program in 2 consecutive years. This group constituted approximately one-third of all workers earning under \$200 during the 1937-39 period (table 1). This proportion, of

Table 1.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages of less than \$200 and less than \$100 in a specified year, by wage group in previous or following year, 1937-39¹

| Wage group and year | Percentage distribution of workers with taxable wages of— | |
|--|---|-----------------|
| | Less than \$200 | Less than \$100 |
| Wages of specified amount in 1938 and— | 100 | 100 |
| No wages in 1937 | 38 | 44 |
| Same wage group in 1937 | 32 | 23 |
| Higher wage group in 1937 | 30 | 33 |
| Wages of specified amount in 1939 and— | 100 | 100 |
| No wages in 1938 | 47 | 52 |
| Same wage group in 1938 | 36 | 27 |
| Higher wage group in 1938 | 17 | 21 |
| Wages of specified amount in 1937 and— | 100 | 100 |
| No wages in 1938 | 46 | 52 |
| Same wage group in 1938 | 36 | 26 |
| Higher wage group in 1938 | 18 | 22 |
| Wages of specified amount in 1938 and— | 100 | 100 |
| No wages in 1939 | 35 | 42 |
| Same wage group in 1939 | 36 | 27 |
| Higher wage group in 1939 | 29 | 31 |

¹ Based on sample of 48,000 workers with taxable wages of less than \$200 in at least 1 year of 1937-39 period.

course, would undoubtedly be much lower over a period of years than it is for 2 consecutive years. This group consists in large part of married women and students; it also includes workers who year after year shift between noncovered and covered employment, as well as those who are able to obtain only casual, intermittent, or seasonal employment, usually at low wage rates.

The second group, new workers and workers reentering employment after at least a year's absence, i. e., those who had no wages in 1937 but had wages in 1938, constituted 38 percent of all workers who earned under \$200 in 1938 (table 1). In 1939, workers who had no wages in 1938 represented a larger proportion of the under-\$200 group. This change probably resulted from better job opportunities for all workers. This group is composed in large part of young workers who entered the labor market for the first time, although it also includes individuals who were formerly in domestic or agricultural service as well as older workers who had been unemployed.

The third group is made up of workers who were credited with more than \$200 in the preceding year. In 1938, 30 percent of the workers earning less than \$200 had earned more than this amount in the preceding year. In 1939, this proportion was only 17 percent of the total earning under \$200 (table 1). Decline in general business activity is an important determinant of the proportion (table 2) and number of workers who, though earn-

Table 2.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages of less than \$200 in a specified year and with higher wages in previous or following year, 1937-39¹

| Wage group and year | Percentage distribution of workers by wage group in previous or following year— | | | | |
|--|---|-----------|-----------|-----------|-----------------------|
| | Total | \$200-399 | \$400-599 | \$600-999 | \$1,000-1,999 or more |
| Wages of less than \$200 in 1938 and higher wages in 1937..... | 100 | 40 | 23 | 23 | 13 |
| Wages of less than \$200 in 1939 and higher wages in 1938..... | 100 | 50 | 22 | 20 | 7 |
| Wages of less than \$200 in 1937 and higher wages in 1938..... | 100 | 54 | 24 | 17 | 4 |
| Wages of less than \$200 in 1938 and higher wages in 1939..... | 100 | 46 | 26 | 21 | 6 |

¹ See table 1, footnote 1.

ing more in preceding years, failed to earn \$200 in a given year. Ill health, disability, retirement from the labor market, shifts to noncovered employment, or obsolescence of a particular skill during the year are other factors which would cause declines in annual income.

The fourth group are those who received no wages in the succeeding year. Of those who earned less than \$200 in 1937, 46 percent did not work in 1938; of those who were found in that interval in 1938, 35 percent did not work in 1939. It is believed, however, that a considerable number of those who worked in 1937 but not in 1938 obtained employment in 1939.

The last group are those who earned more than \$200 in the following year (table 1). These are mainly new workers whose wages in their first year of work were low. The influence of business conditions is very pronounced with respect to the number of these workers as well as the extent of increase in their earnings. This is indicated by the greater increase in their earnings (table 2) as well as the larger number in 1939 than in 1938.

The intermittent, casual, and seasonal nature of the employment of these workers is indicated by the fact that, for any given year, from 70 to more than 80 percent showed earnings of under \$200 in 2 consecutive years or no earnings at all in the following year. The large proportion earning low wages and the relatively small number of quarters during the year in which these workers were employed give further proof of the transitory character of their employment. Approximately 45 percent of this group earned less than \$50, and more than 65 percent earned less than \$100 during

1939. Of the group of workers who showed earnings in 1 year but none in the succeeding year, about three-fourths reported less than \$100 in the year in which they had any credited wages. This finding is to be expected, since those who earn annually under \$100 represent, to an even greater degree, workers who obtain only occasional employment.

In 1938, more than half the workers earning under \$200 worked in 1 quarter only (table 3) while 62 percent of those who earned under \$100 worked in 1 quarter only.³ A further indication of the highly intermittent and seasonal character of the employment of the low-wage earners may be found in the comparison of the quarterly distribution of their earnings with those of workers receiving \$200 or more. Whereas 80 percent of the workers who earned less than \$200 in 1938 worked in 2 quarters or less, only 10 percent of the workers earning \$200 or more had the same employment experience.

Race, Sex, and Age Characteristics

Proportionately, nearly twice as many Negro as white workers earned under \$200 in taxable wages in 1937 and 1939.³ Of the total of 29.9 million white workers who received wages in 1939, 6.7 million or 22 percent earned less than \$200. On

³ A small proportion of these workers were probably new workers who entered covered employment in the fourth quarter of 1938.

³ 1938 data available by race only for 13 States. See Franklin, Charles L., "Characteristics and Taxable Wages of Negro Workers, 13 Selected Southern States, 1938," *Social Security Bulletin*, Vol. 4, No. 3 (March 1941), pp. 21-31.

Table 3.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages of less than \$200, and percent which these workers are of all workers, by number of quarters in which wages were received and by sex, 1938¹

| Number of quarters | Percentage distribution | | | As percent of workers in specified group | | |
|------------------------|-------------------------|-----------|-----------|--|-------|--------|
| | Total | Male | Female | Total | Male | Female |
| Number of workers..... | 7,705,324 | 4,811,660 | 2,893,664 | ----- | ----- | ----- |
| Total..... | 100.0 | 100.0 | 100.0 | 24.9 | 21.6 | 33.3 |
| 1 quarter..... | 50.6 | 51.8 | 48.8 | 80.7 | 86.9 | 95.1 |
| 2 quarters..... | 30.0 | 29.8 | 30.2 | 55.2 | 50.0 | 66.5 |
| 3 quarters..... | 12.3 | 11.8 | 13.0 | 20.9 | 17.6 | 29.1 |
| 4 quarters..... | 7.1 | 6.6 | 8.0 | 3.1 | 2.4 | 5.0 |

¹ Based on 1938 employee data; see *Old-Age and Survivors Insurance Statistics, 1938, 1940*.

the other hand, there were 42 percent of the Negroes in this low-wage interval, or 925,000 of the 2.2 million Negroes (table 4).

Women workers were also in a much less favored position than men. Over 30 percent of all women workers earned under \$200 in each year during the 1937-39 period compared with approximately 20 percent of the men (table 3). A much larger proportion of women than men worked in only 1, 2, or 3 quarters during 1938. Sex differences in the proportion who earned under \$200 annually were fairly constant during the 1937-39 period (table 4).

During each of the 3 years a large fraction of those earning under \$200—about 45 percent—were less than 25 years old (table 5), but the proportion decreased in 1938 from 1937. The decrease is largely due to contraction of job opportunities during 1938 when younger workers desired to enter the labor market. This decline would have been greater if wages of the younger workers had not decreased in 1938 proportionately more than those of the older workers, with the result that a greater proportion of workers under 25 years of age who had been earning more than \$200 failed to earn as much as \$200.

In 1939, a greater proportion of the workers in each age group under age 30 than in the older age groups earned less than \$200 (chart 1). In the older age groups beginning with 45 there was a tendency for the proportion of low-paid workers to increase. In the same year, 18 percent of the 800,000 workers in the age group 60-64 earned less than \$200. More of these than of young workers

Table 5.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages of less than \$200, and percent which these workers are of all workers, by age group, 1937-39¹

| Age group (years) | Percentage distribution ¹ | | | As percent of workers in specified group | | |
|---|--------------------------------------|-----------|-----------|--|------|------|
| | 1937 | 1938 | 1939 | 1937 | 1938 | 1939 |
| Number of workers earning less than \$200 | 6,739,521 | 7,655,350 | 7,570,388 | | | |
| All ages..... | 100.0 | 100.0 | 100.0 | 21.0 | 24.8 | 23.6 |
| Under 25..... | 48.1 | 45.1 | 45.6 | 34.9 | 41.6 | 40.1 |
| 25-44..... | 37.4 | 39.6 | 38.7 | 15.5 | 18.9 | 18.0 |
| 45 and over..... | 14.5 | 15.3 | 15.7 | 14.9 | 17.8 | 18.7 |

¹ See table 4, footnote 1. Data also exclude workers of unknown age.

drop out of covered employment each year, and their earnings show a greater inclination to decline to less than \$200 from one year to the next. In fact, the decline in 1938 was 50 percent greater for the older wage earners than for all workers, and in 1939 it was 75 percent greater. As might be expected, a much smaller proportion of workers aged 60-64 who earn under \$200 in any one year gain wage credits of more than \$200 in the following year.

Geographic and Industrial Characteristics

In the more industrialized States, where average annual taxable wages are comparatively high, a relatively small proportion of the total workers earned under \$200 (chart 2). In 9 States of the industrial North, East, and Middle West in which the proportion of total workers earning under \$200 was less than 20 percent, average annual taxable

Table 4.—Old-age and survivors insurance: Number and percentage distribution of workers with taxable wages of less than \$200 and percent which these workers are of all workers, by sex and race, 1937-39¹

| Sex and race ² | Number of workers | | | Percentage distribution | | | As percent of workers in specified group | | |
|---------------------------|-------------------|------------------|-----------|-------------------------|------------------|-------|--|------------------|------|
| | 1937 | 1938 | 1939 | 1937 | 1938 | 1939 | 1937 | 1938 | 1939 |
| Total..... | 7,039,082 | 7,705,324 | 7,595,823 | 100.0 | 100.0 | 100.0 | 21.7 | 24.9 | 23.7 |
| White..... | 6,138,978 | (³) | 6,671,033 | 87.2 | (³) | 87.8 | 20.3 | (³) | 22.4 |
| Negro..... | 900,104 | (³) | 924,790 | 12.8 | (³) | 12.2 | 40.2 | (³) | 41.5 |
| Male..... | 4,343,151 | 4,811,660 | 4,740,729 | 61.3 | 62.4 | 62.4 | 18.5 | 21.6 | 20.6 |
| White..... | 3,612,400 | (³) | 4,008,187 | 51.3 | (³) | 52.8 | 16.8 | (³) | 18.9 |
| Negro..... | 700,751 | (³) | 732,542 | 10.0 | (³) | 9.6 | 37.6 | (³) | 39.5 |
| Female..... | 2,725,931 | 2,893,664 | 2,855,094 | 38.7 | 37.6 | 37.6 | 30.0 | 33.3 | 31.7 |
| White..... | 2,526,578 | (³) | 2,662,846 | 35.9 | (³) | 35.1 | 29.1 | (³) | 30.8 |
| Negro..... | 199,353 | (³) | 192,248 | 2.8 | (³) | 2.5 | 52.9 | (³) | 51.8 |

¹ Based on data which excludes workers holding railroad retirement account numbers and workers whose sex and/or race is unknown. Data for 1939 are not fully comparable with those for 1937 and 1938 because they include only 97.2 percent of estimated total number of workers. For statement

of method by which 1939 data were derived, see the Bulletin, April 1941, pp. 3-4.

² White includes all races other than Negro.

³ Not available.

wages ranged from \$840 to \$1,048. On the other hand, in the agricultural South and West, where there is more seasonal and intermittent work and where wage rates are lower, a large percentage of employees have only small amounts posted to their accounts. In 26 States in these areas, 30-50 percent of all workers earned under \$200, while the average annual taxable wage ranged from \$435 to \$786. It should be pointed out, however, that, although the proportions of workers with low earnings are highest in States in the agricultural South and West, the States of New York, Pennsylvania, and California each had larger absolute numbers of persons earning under \$200 than any other State and together accounted for 23 percent of the total for the entire country.

In every State, furthermore, proportionately more women than men and in all but three States more Negro than white workers earned less than \$200 in 1939. For women, these proportions ranged from 20 percent in Connecticut to 55 percent in Arkansas, while for men they ranged from 12 percent in Connecticut to 46 percent in Mississippi. Negro workers earning under \$200 in 1939 varied from 19 percent of all Negroes in West Virginia to 59 percent in Delaware. For white workers, the range was from 14 percent in Connecticut to 42 percent in Arkansas.

Industry differences are important in studying the characteristics of the low-paid worker. Variations by type of industry are pronounced and definite. For example, in the highly seasonal construction industry, 37 percent of all workers earned less than \$200 in 1939 (table 6). This proportion was even higher in the division of general contracting other than building construction, amounting to 48 percent of all the workers so employed in 1939. The trade and service industries are also examples of activities in which workers experience a wide seasonal variation in employment. In retail general merchandise, a division of the trade industry group, the majority of all workers earned under \$200 and their average annual taxable wage amounted to only \$49.

Industries which employed the largest proportion of workers earning under \$200 also had the largest proportion of workers earning wages in 2 quarters or less. All the industries having a high proportion of workers earning under \$200, except the construction industry, normally attract many women workers during certain seasons of

the year. These industries, moreover, engage a large proportion of workers who have never previously been employed. As a result, the percentage who work 2 quarters or less per year as well as those who earn under \$200 is increased.

The number and proportion of low-wage earners varies considerably according to sex and race within each industry. Proportionately more white men earned under \$200 in 1939 in construction, trade, and service (table 6) than in the other industries; the largest number, however, was found in manufacturing (table 7). Although the highest proportions of Negro men were also

Chart 1.—Old-age and survivors insurance: Percent of workers in each age group with taxable wages of less than \$200, by sex and race, 1939

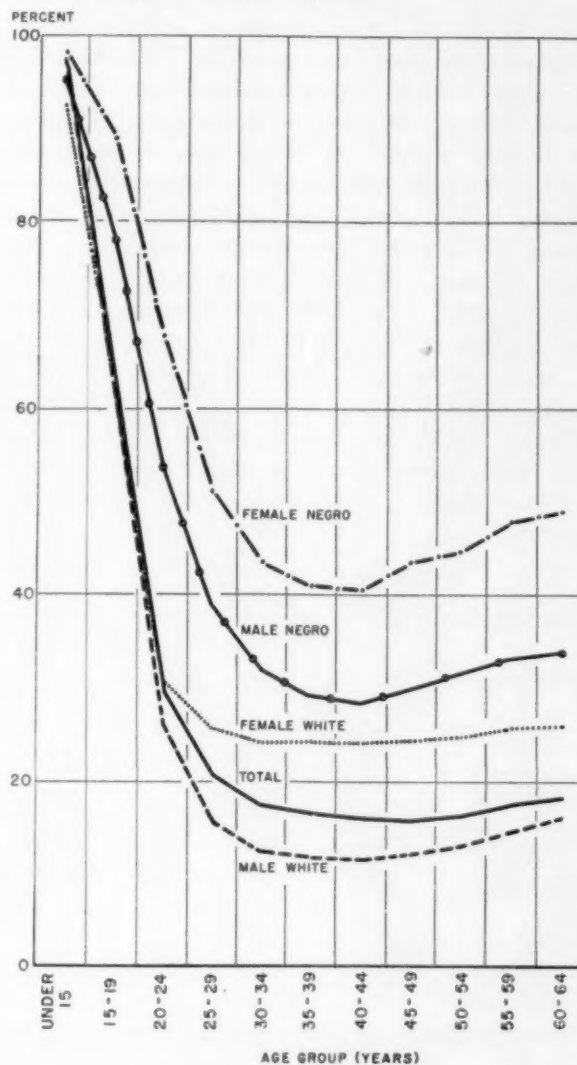


Table 6.—Old-age and survivors insurance: Percent which workers with taxable wages of less than \$200 are of all workers, by major industry group, sex, and race, 1939¹

| Major industry group | As percent of workers in specified group | | | | | | | | |
|-----------------------------------|--|-------|-------|-----------|-------|-------|-----------|-------|-------|
| | Total | | | Male | | | Female | | |
| | All races | White | Negro | All races | White | Negro | All races | White | Negro |
| All industries ² | 24 | 22 | 42 | 21 | 19 | 40 | 32 | 31 | 82 |
| Mining and quarrying..... | 16 | 15 | 24 | 16 | 15 | 24 | 23 | 22 | 42 |
| Contract construction..... | 37 | 34 | 59 | 37 | 34 | 59 | 26 | 25 | 67 |
| Manufacturing..... | 17 | 16 | 32 | 13 | 12 | 29 | 25 | 25 | 49 |
| Transportation..... | 21 | 18 | 43 | 21 | 18 | 43 | 25 | 24 | 66 |
| Public utilities..... | 15 | 14 | 38 | 17 | 16 | 37 | 11 | 11 | 51 |
| Trade..... | 31 | 30 | 48 | 25 | 23 | 44 | 43 | 43 | 65 |
| Finance..... | 12 | 11 | 40 | 10 | 9 | 39 | 15 | 15 | 46 |
| Insurance..... | 11 | 10 | 31 | 11 | 10 | 27 | 12 | 11 | 40 |
| Real estate..... | 21 | 20 | 33 | 21 | 19 | 31 | 23 | 21 | 41 |
| Holding companies..... | 15 | 15 | 25 | 14 | 14 | 27 | 20 | 20 | 18 |
| Service..... | 33 | 31 | 43 | 29 | 28 | 41 | 38 | 37 | 47 |
| Professional services..... | 22 | 21 | 43 | 22 | 20 | 39 | 22 | 21 | 47 |

¹ See table 4, footnotes 1 and 2.

² Includes workers in miscellaneous and unclassified industries.

found in the construction, trade, and service industries, more than twice as many Negro as white men were found in transportation (other than railroads). As in the case of white men, however, the largest number of Negro men earning less than \$200 a year was found in manufacturing.

Both the number and percentage of white women earning less than \$200 are highest in the trade, service, and manufacturing industries. In manufacturing, one-third were employed in the manufacture of food, a highly seasonal industry. In trade, two-thirds were employed in retail general merchandising, which has a wide seasonal variation in labor requirements. Although a very large proportion of the Negro women earned less than \$200 in 1939, the group comprised less than 200,000 workers. Most of them worked in

the service, manufacturing, and trade industries, in which many of the workers earned under \$200 annually. More than one-half of the Negro women engaged in manufacturing in 1939 were in food manufacturing, a much higher proportion than for white women.

Conclusions

Because of their heterogeneous composition and shifting nature, the large number of workers who earn less than \$200 each year does not, of itself, indicate that any significant proportion of all covered workers will necessarily be excluded from benefits, or that these workers will necessarily be eligible only for the minimum benefits.

Those earning under \$200 in a given year who

Table 7.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages of less than \$200, by major industry group, according to sex and race, 1939¹

| Major industry group | Total | | | Male | | | Female | | |
|----------------------------|-----------|-------|-------|-----------|-------|-------|-----------|-------|-------|
| | All races | White | Negro | All races | White | Negro | All races | White | Negro |
| Total ² | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Mining and quarrying..... | 2.3 | 2.4 | 1.6 | 3.6 | 3.9 | 2.1 | .2 | .2 | .1 |
| Contract construction..... | 9.9 | 9.3 | 14.5 | 15.8 | 15.3 | 18.3 | .4 | .4 | .3 |
| Manufacturing..... | 29.4 | 29.9 | 26.0 | 27.5 | 27.6 | 26.0 | 32.8 | 33.3 | 26.0 |
| Transportation..... | 2.9 | 2.6 | 5.2 | 4.3 | 4.0 | 6.4 | .6 | .6 | .8 |
| Public utilities..... | 2.0 | 2.1 | 1.0 | 2.4 | 2.7 | 1.2 | 1.2 | 1.3 | .4 |
| Trade..... | 30.5 | 31.2 | 24.0 | 25.4 | 25.8 | 23.5 | 38.5 | 39.4 | 25.9 |
| Finance..... | .4 | .5 | .3 | .4 | .4 | .3 | .5 | .5 | .2 |
| Insurance..... | .7 | .7 | .6 | .6 | .6 | .5 | .8 | .8 | 1.1 |
| Real estate..... | 1.5 | 1.3 | 2.3 | 1.6 | 1.5 | 2.1 | 1.1 | 1.0 | 2.7 |
| Holding companies..... | .4 | .5 | .1 | .5 | .6 | .1 | .3 | .3 | .1 |
| Service..... | 18.9 | 18.3 | 23.5 | 17.3 | 17.0 | 19.0 | 21.6 | 20.2 | 40.2 |
| Professional services..... | 1.1 | 1.2 | .9 | .6 | .6 | .5 | 2.0 | 2.0 | 2.2 |

¹ See table 4, footnotes 1 and 2.

² Excludes workers in miscellaneous and unclassified industries.

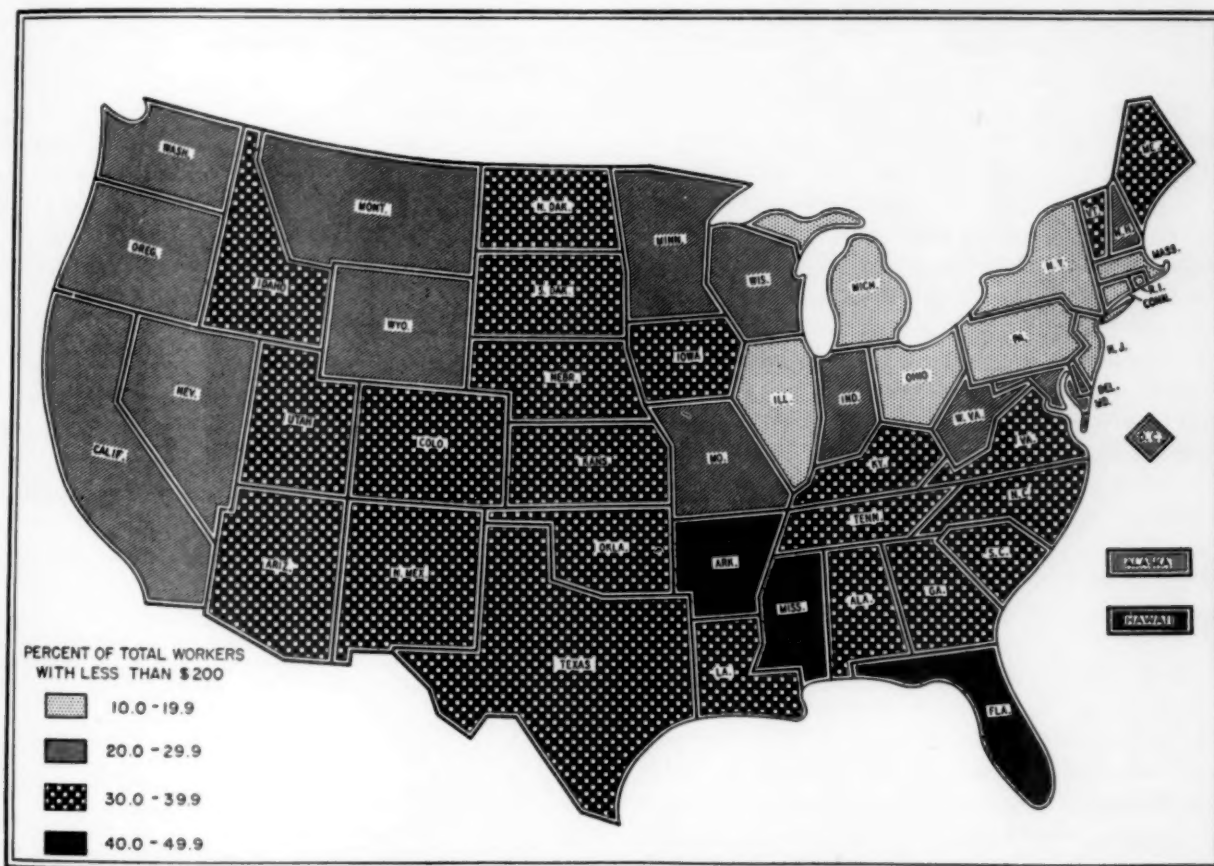
earned no wages in the preceding year and higher wages in the following year are to a large extent younger workers just entering the labor market. They can be expected to acquire fully or currently insured status as they obtain more steady employment under the program.

The workers who earn less than \$200 year after year will comprise only a relatively small proportion of the workers who earn under \$200 in any one year and are the least likely to be insured. Their significance in terms of insurance rights, moreover, is less than their proportion would indicate. The group composed in part of married women who have insurance protection on the basis of their husbands' wage records contains, as well, individuals whom the qualifying requirements eliminate from insurance protection, namely, those workers whose earnings in covered employment are only of an incidental nature.

Persons earning less than \$200 in covered employment in one year who are out of covered employment in the following year may not gain insurance rights under the present requirements. There will always be some individuals who will not receive insurance benefits, since their participation in covered employment is so small and of such a discontinuous nature. Workers who earn under \$200 in one year but who formerly earned more will probably not lose their insurance protection. The mere fact that they earn under \$200 in any one year may have little effect on their insurance status or the size of their benefits.

The group of workers earning under \$200 in 1939 contained a high proportion of young workers and relatively more Negro than white workers and more women than men. These Negroes and white women are in a considerably less favorable situation than are white men. A much larger

Chart 2.—Old-age and survivors insurance: Percent of workers with taxable wages of less than \$200, by State, 1939



percentage of all workers in the predominantly agricultural States of the South and West, furthermore, were in this group. Extension of coverage to agricultural and domestic workers would make it possible for many of these workers to qualify for benefits.

The widely varying percentages of workers earning less than \$200 a year in the various industries indicate that workers in some industries have a better chance of attaining insurance protection than workers who continue over a period of years to be attached to other industries. Workers, however, who now obtain only seasonal and intermittent employment often improve their chances of attaining insured status by shifting to a permanent employment status in some covered

industry. Moreover, some workers may attain insured status by getting steady employment in the same industry.

Because of the highly changing nature of the work and earnings experience of low-paid wage earners over a period of years, it is not possible to draw definite conclusions from the limited data available at present as to their ability to obtain insurance protection. Insurance protection at any one time, furthermore, is of much more value to workers who are primarily responsible for the support of the family than it is to workers who only supplement the family income. This latter group, namely, young adults and married women, comprises a large part of all workers who earn less than \$200 a year.

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Experience-Rating Operations in 1941

A Preliminary Survey *

PRELIMINARY DATA reported by 8 of the 17 States where experience-rating provisions are effective in the calendar year 1941 indicate that 60 percent of all employers eligible for rate modification obtained rate reductions, while contribution rates in excess of 2.7 were assigned to 19 percent. Such "penalty" rates, however, were assigned in only 3 of the 8 States under consideration. These 8 States reported average monthly employment of 2.5 million in 1939, or 12 percent of the total for the United States. They also represent 46 percent of the average monthly employment in the 17 States with experience rating in operation during the current year. It is estimated that the rate variations assigned employers will reduce the yield to the 8 State funds by about one-third from that which would be collected from a uniform 2.7-percent contribution rate.

Although experience-rating provisions have been incorporated in 38 State laws, varied contribution rates under only 17 laws¹ are effective this year; in only 4 States² had modified rates been in effect in 1940. In 3 States, rate modifications became effective on April 1, and in 1 State on July 1; modified rates were effective in all the other 13 States as of January 1.³

Variations in Employers' Rates

Not all employers in the States were eligible for rate modification, since under pooled-fund laws employers must have had at least 3 years' experience with the risk of unemployment, and under employer-reserve laws at least 1 year's experience (chart 1). About 22,000 of the 83,000 employer accounts were ineligible for rate modification, and

all these employers continued to pay the standard rate of 2.7 percent; of the 60,000 accounts which were rated, 60 percent received reduced rates, 19 percent received rates in excess of 2.7, and 21 percent continued to pay the 2.7 rate (table 1). In only three⁴ of the eight States does the law provide for penalty rates.

The rate structure of the State laws has had an important bearing on the rates assigned employers. In Minnesota and Texas, no rated employer received a contribution rate of 2.7, because the rate schedules in the State statutes do not contain such an assigned rate. Only in Minnesota were penalty rates assigned to a substantial proportion of employers (40 percent), because the law provides for an array of employers around the 2-percent rate, with rates in excess of 2 percent assigned to the same amount of pay roll as receives lower rates. At least one-fifth of all employers eligible for rate modification in six States obtained rates of less than 1 percent, and in one of these States, Nebraska, 45 percent of the employers obtained these low rates.

Although the minimum and maximum rates assigned vary considerably among the various States, the contribution rates of a fairly large proportion of all employers in some of the States tended to be concentrated at either the minimum or maximum rate, while in others there were concentrations at both the minimum and maximum. In both Minnesota and Nebraska, between 34 and 45 percent of all rated accounts obtained the minimum rate of 0.5 and approximately similar proportions of employers received the maximum rates of 3.25 and 2.7, respectively; in Wisconsin 24 percent and in Texas 30 percent obtained the minimum rates of zero and 0.5, respectively (table 1).

In most of the States with no provision for contribution rates in excess of 2.7 percent, employers' rates were concentrated at the maximum rate. In four⁵ of the five States where the maximum contribution rate is 2.7 percent, from one-half to two-thirds of all accounts received the

* Prepared in the Research and Statistics Division, Bureau of Employment Security. This analysis does not deal with the factors responsible for rate modifications in the several States in which experience rating was in operation or with the distribution of modified rates by industry or size of firm. A discussion of these topics will be presented in a subsequent issue of the Bulletin.

¹ Alabama, California, Connecticut, Hawaii, Indiana, Kansas, Kentucky, Minnesota, Nebraska, New Hampshire, Oregon, South Dakota, Texas, Vermont, Virginia, West Virginia, and Wisconsin.

² Indiana, Nebraska, South Dakota, and Wisconsin. In Indiana and South Dakota, modified rates were applied to very few employers in 1940.

³ The effective date for rate modification was changed by amendments adopted during the 1941 legislative sessions in Connecticut, Hawaii, and Kansas, while in California, Indiana, Texas, and West Virginia other statutory provisions affecting rate modifications were also amended.

⁴ Minnesota, Texas, and Wisconsin.

⁵ Indiana, Nebraska, New Hampshire, and Vermont.

2.7-percent rate; only one-fifth of the rated accounts in the fifth State⁶ received this rate.

In two of the three States providing for penalty rates, the proportion of employers receiving such rates is far smaller than the proportion with reduced rates. While only 19 percent of all rated accounts in Texas and 9 percent of those in Wisconsin received contribution rates in excess of 2.7, the proportion of accounts receiving reduced contribution rates was from three to four times greater.

The tendency of experience-rating formulas to produce a greater proportion of reduced than increased contribution rates is further illustrated when attention is given to the proportion of accounts to which reduced rates are assigned. In Wisconsin, for example, 65 percent of all rated accounts obtained rates of 1 percent or less. In Alabama and Texas the fact that more than 60 percent of all rated accounts received contribution rates of less than 2 percent is probably ac-

⁶ Alabama.

counted for by the low benefit expenditures in 1939-40, coupled with the fact that the rate structure is designed to replenish the fund for average annual benefit expenditures.

Effect of Modified Rates Upon Yield

The assignment of reduced contribution rates to a larger proportion of employers and of the taxable pay roll than is subject to penalty rates will reduce the yield to the 8 State funds to two-thirds of that which would be obtained from a 2.7-percent contribution rate if the distribution of 1941 pay roll by contribution rates is the same as in 1940. The degree of reduction will vary considerably, from State to State, depending on the rate structure in the State's law and also on employment conditions. Rising pay rolls in 1941 as a result of the defense program will somewhat obscure the effects of experience rating upon the yield to State funds, since expanding employment and pay rolls will provide additional revenues to the State

Chart 1.—Significant experience-rating provisions of unemployment compensation laws of eight selected States, 1941

| State | Effective date | Type of fund | Re- quired years of ex- peri- ence with unem- ploy- ment risk | Index of experience with unem- ployment risk | Employer charged for compensable unemployment | Method of rate computation | Contribution rate | |
|-----------------|-----------------|---|---|---|---|--|----------------------|--------------|
| | | | | | | | Mini- mum | Maxi- mum |
| Alabama..... | April 1941..... | Pooled..... | 3 | Benefit wages for past 3 years di- vided by pay roll for same period. | All base-period em- ployers in propor- tion to wages. | Benefit-wage ratio correlated with State experience factor. | 0.5 | 2.7 |
| Indiana..... | January 1940... | Combined em- ployer-reserve and pooled. | 1 | % of 1936-38 contributions plus 95 percent of 1939-40 contribu- tions minus all past benefits divided by average 3-year pay roll. | Base-period employ- ers in inverse or- der. | Schedule of reserve ratios. | .135 | 1.27 |
| Minnesota..... | January 1941... | Pooled..... | 3 | Benefit wages for past 3 years di- vided by pay roll for same period. | All base-period em- ployers in propor- tion to wages. | Benefit-wage ratio correlated with State experience factor. | .5 | 3.25 |
| Nebraska..... | January 1940... | Employer-re- serve..... | 1 | Cumulative contributions minus cumulative benefits divided by pay roll. ² | Base-period employ- ers in inverse or- der. | Schedule of reserve ratios. ² | *.5 | 2.7 |
| New Hampshire.. | January 1941... | Pooled..... | 3 | All past contributions minus all past benefits divided by higher of past 3 or 5 years' pay roll. | Most recent em- ployer. | Schedule of reserve ratios. | .5 | 2.7 |
| Texas..... | January 1941... | Pooled..... | 3 | Benefit wages for past 3 years di- vided by pay roll for same period. | All base-period em- ployers in propor- tion to wages. | Benefit-wage ratio correlated with State experience factor. | .5 | 4.0 |
| Vermont..... | January 1941... | Combined em- ployer-reserve and pooled. | 3 | Benefits for preceding 3 years ⁴ di- vided by pay roll for same period. | Base-period employ- ers in inverse or- der. | Schedule of benefit ratios. | .54 | 2.7 |
| Wisconsin..... | January 1938... | Employer - re- serve. | 1 | All past contributions minus all past benefits divided by higher of last year's or average 3-year pay roll. ⁵ | Most recent em- ployers in inverse order. | Schedule of reserve ratios. | 0 | 4.0 |

¹ 3.7-percent rate postponed by State legislation until 1943.

² Index of unemployment experience and rate schedule for 1941 established by agency regulation.

³ Statute permits zero minimum; 0.5-percent minimum for 1941 established by agency regulation.

⁴ Computation of 1941 index established by agency regulation.

⁵ Or 60 percent of largest pay roll for preceding 3 years.

funds. For this reason, comparisons of yield during the current year with 1940 collections will not be as revealing as comparisons of current yield with that which would have been obtained this year under a uniform 2.7 contribution rate. The latter comparison will have to await the accumulation of data on 1941 employment and pay rolls in order to ascertain the relative trends in pay rolls among the employers assigned given rates of contributions.

For the eight States under consideration, it is estimated that the yield during 1941 will be reduced below 2.0 percent of pay rolls in Nebraska, Texas, and Wisconsin; to 2.0 percent in Alabama; to 2.1 percent in Minnesota; and in Indiana, New Hampshire, and Vermont to 2.3, 2.5, and 2.4 percent, respectively (table 2). In Wisconsin and Nebraska, where experience rating was also operative last year, the estimated average yield of 1.4 percent of pay rolls for this year will represent declines of 13 and 26 percent, respectively, from 1940 levels. The 1.5-percent average rate in Texas represents a decline of 44 percent from the yield obtained in 1940. Although Indiana also had experience rating in effect last year, there was practically no reduction in the yield to the fund

then because few employers were eligible for reduced rates; this year it is estimated that the yield will be reduced to 2.3 percent of pay rolls.

About 25 percent of the pay rolls of all rated accounts in Wisconsin are exempt from contributions during 1941, while an additional 42 percent are taxed at only the 1-percent rate. About 54 percent of the pay rolls in Nebraska and 37 percent in Texas are being taxed at less than 1 percent.

In contrast, only about 6 percent of the State's pay roll is subject to contribution rates in excess of 2.7 percent in Wisconsin, while 11 percent of the pay roll in Texas and 30 percent in Minnesota are subject to penalty rates. In general, a greater proportion of larger firms tend to obtain reduced contribution rates than their proportionate representation in the State.

About 22,000, or one-fourth of all active accounts, did not receive modified rates, because their experience with the risk of unemployment was too short to make them eligible for rate modifications. That these accounts were of relatively small size is apparent from the fact that they represented only 7.7 percent of the aggregate 1940 pay roll of all these States, as compared with 27

Table 1.—Distribution of experience-rating accounts in eight selected States, by 1941 contribution rate

| State | All accounts | Total unrated | Experience-rating accounts | | | | | | | |
|-------------------------|-----------------|------------------|----------------------------|------------------------|-----------|---------|---------|--------|----------|---------|
| | | | Total | 1941 contribution rate | | | | | | |
| | | | | 0.0 | 0.135-0.9 | 1.0-1.8 | 1.9-2.6 | 2.7 | 2.75-3.6 | 3.7-4.0 |
| Number | | | | | | | | | | |
| Total..... | 82,614 | 22,115 | 60,499 | 2,302 | 15,319 | 13,627 | 5,363 | 12,433 | 9,835 | 1,620 |
| Alabama..... | 5,334 | 2,169 | 3,165 | | 686 | 1,239 | 589 | 651 | | |
| Indiana..... | 10,628 | 1,716 | 8,912 | | 1,851 | 1,415 | | 5,646 | | |
| Minnesota..... | 28,826 | 7,777 | 21,049 | | 8,139 | 2,543 | 1,860 | | 8,507 | |
| Nebraska..... | 3,547 | 389 | 3,158 | | 1,424 | 198 | 13 | 1,523 | | |
| New Hampshire..... | 3,916 | 1,182 | 2,734 | | | 177 | 1,094 | 1,463 | | |
| Texas..... | 16,871 | 6,013 | 10,858 | | 3,219 | 3,766 | 1,782 | | 827 | 1,264 |
| Vermont..... | 1,597 | 615 | 982 | | | 317 | 25 | 640 | | |
| Wisconsin..... | 11,895 | 2,254 | 9,641 | 2,302 | | 3,972 | | 2,510 | 501 | 356 |
| Percentage distribution | | | | | | | | | | |
| Total..... | 100.0 | 26.8 | 100.0 | 3.8 | 25.3 | 22.5 | 8.9 | 20.5 | 16.3 | 2.7 |
| Alabama..... | 100.0 | 40.7 | 100.0 | | 21.7 | 39.1 | 18.6 | 20.6 | | |
| Indiana..... | 100.0 | 16.1 | 100.0 | | 20.8 | 15.9 | | 63.3 | | |
| Minnesota..... | 100.0 | 27.0 | 100.0 | | 38.7 | 12.1 | 8.8 | | 40.4 | |
| Nebraska..... | 100.0 | 11.0 | 100.0 | | 45.1 | 6.3 | .4 | 48.2 | | |
| New Hampshire..... | 100.0 | 30.2 | 100.0 | | | 6.5 | 40.0 | 53.5 | | |
| Texas..... | 100.0 | 35.6 | 100.0 | | 29.7 | 34.7 | 16.4 | | 7.6 | 11.6 |
| Vermont..... | 100.0 | 38.5 | 100.0 | | | 32.3 | 2.5 | 65.2 | | |
| Wisconsin..... | 100.0 | 18.9 | 100.0 | 23.9 | | 41.2 | | 26.0 | 5.2 | 3.7 |

percent of all employers (tables 1 and 2). Such unrated accounts varied from 11 percent of all accounts in Nebraska to 41 percent in Alabama and from 2.8 percent of all pay rolls in Wisconsin to 13 percent in Texas.

The variation in the relative number of unrated accounts may be attributed in part to the differences in the coverage provisions of the State laws. States with more inclusive coverage provisions had large numbers of unrated accounts, because many newly established small firms were subject to their laws. In Minnesota, for example, which covers employers of one or more (in cities of 10,000 and over), more than one-fourth of all accounts

were unrated, while in New Hampshire, with four-or-more coverage, between one-fourth and one-third of the accounts were unrated. In part, too, the number of unrated accounts depended upon whether or not employers were required to have 1 or 3 years of experience under State unemployment compensation laws in order to be rated. Thus, the large numbers of unrated accounts in Alabama, Texas, and Vermont may be attributed to the fact that 3 years of experience was a prerequisite; conversely, the relatively small number in Nebraska may be attributed to the requirement of 1 year's experience as a condition for the assignment of modified rates.

Table 2.—Distribution of 1940 pay rolls in eight selected States,¹ by 1941 contribution rate

| State | Estimated average 1941 employer contribution rate | 1940 taxable pay roll | Total unrated pay roll | 1940 pay rolls of employers eligible for rate modification | | | | | | | | | |
|-------------------------|---|-----------------------|------------------------|--|------------------------|-----------|-----------|-----------|-----------------|-----------|-----------------|-----------|----------|
| | | | | Total | 1941 contribution rate | | | | | | | | |
| | | | | | 0.0 | 0.135-0.9 | 1.0-1.8 | 1.9-2.6 | Total below 2.7 | 2.7 | Total above 2.7 | 2.75-3.6 | 3.7-4.0 |
| Amount (in thousands) | | | | | | | | | | | | | |
| Total | 2.0 | \$3,242,602 | \$248,434 | \$2,994,168 | \$156,086 | \$521,930 | \$902,004 | \$306,157 | \$1,886,177 | \$881,023 | \$226,968 | \$167,927 | \$59,041 |
| Alabama ¹ | 1.8 | 267,967 | 23,438 | 244,529 | ----- | 30,378 | 78,481 | 88,447 | 197,306 | 47,223 | ----- | ----- | ----- |
| Indiana | 2.3 | 814,737 | 28,172 | 786,565 | ----- | 118,005 | 128,804 | ----- | 246,989 | 539,576 | ----- | ----- | ----- |
| Minnesota | 2.1 | 454,771 | 55,885 | 398,886 | ----- | 61,301 | 122,654 | 94,072 | 278,027 | ----- | 120,859 | 120,859 | ----- |
| Nebraska | 1.4 | 117,905 | 4,564 | 113,341 | ----- | 61,506 | 16,120 | 739 | 78,365 | 34,976 | ----- | ----- | ----- |
| New Hampshire | 2.5 | 108,215 | 12,654 | 95,561 | ----- | ----- | 3,772 | 40,294 | 44,066 | 51,495 | ----- | ----- | ----- |
| Texas | 1.5 | 777,912 | 100,469 | 677,443 | ----- | 250,740 | 274,717 | 81,044 | 606,501 | ----- | 70,942 | 32,868 | 38,074 |
| Vermont | 2.4 | 56,410 | 5,394 | 51,016 | ----- | ----- | 12,206 | 1,561 | 13,767 | 37,249 | ----- | ----- | ----- |
| Wisconsin | 1.4 | 644,685 | 17,858 | 626,827 | 156,086 | ----- | 265,070 | ----- | 421,156 | 170,504 | 35,167 | 14,200 | 20,967 |
| Percentage distribution | | | | | | | | | | | | | |
| Total | | 100.0 | 7.7 | 100.0 | 5.2 | 17.5 | 30.1 | 10.2 | 63.0 | 29.4 | 7.6 | 5.6 | 2.0 |
| Alabama ¹ | | 100.0 | 8.7 | 100.0 | ----- | 12.4 | 32.1 | 36.2 | 80.7 | 19.3 | ----- | ----- | ----- |
| Indiana | | 100.0 | 3.5 | 100.0 | ----- | 7.7 | 23.7 | ----- | 31.4 | 68.6 | ----- | ----- | ----- |
| Minnesota | | 100.0 | 12.3 | 100.0 | ----- | 15.4 | 30.7 | 23.6 | 69.7 | ----- | 30.3 | 30.3 | ----- |
| Nebraska | | 100.0 | 3.9 | 100.0 | ----- | 54.3 | 14.2 | .6 | 69.1 | 30.9 | ----- | ----- | ----- |
| New Hampshire | | 100.0 | 11.7 | 100.0 | ----- | ----- | 3.9 | 42.2 | 46.1 | 53.9 | ----- | ----- | ----- |
| Texas | | 100.0 | 12.9 | 100.0 | ----- | 37.0 | 40.5 | 12.0 | 89.5 | ----- | 10.5 | 4.9 | 5.6 |
| Vermont | | 100.0 | 9.6 | 100.0 | ----- | ----- | 23.9 | 3.1 | 27.0 | 73.0 | ----- | ----- | ----- |
| Wisconsin | | 100.0 | 2.8 | 100.0 | 24.9 | ----- | 42.3 | ----- | 67.2 | 27.2 | 5.6 | 2.3 | 3.1 |

¹ Variable rates are applicable to pay rolls for last 3 quarters of 1941.

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Variations in Assistance Payments and Social Characteristics of Recipients Accepted for Old-Age Assistance

ELLEN J. NEWMAN*

PUBLIC ASSISTANCE PAYMENTS are intended, in most States, to meet the deficiency between the total requirements of needy persons and any income which they may have. The social characteristics of needy persons, such as their living arrangements, marital status, and sex, affect both their total requirements and their incomes. It is to be expected, therefore, that there should be a relationship between such characteristics of recipients and the amount of assistance which they receive. Efforts to explore this relationship are severely handicapped by lack of comprehensive data on the income of recipients other than the assistance payment. Nevertheless, if the amount of assistance is assumed to be related to the needs of recipients, certain relationships may be expected to exist between the social characteristics of recipients and variations in the amount of assistance received.

Among the items considered by public assistance agencies in determining the requirements of recipients are food, clothing, shelter, utilities, and household supplies. Social data on recipients accepted for old-age assistance, collected by the Social Security Board for 3 fiscal years beginning with 1937-38,¹ indicate a consistent relationship from year to year between the amount of assistance given for such needs and the living arrangements, marital status, and sex of the recipients (table 1). Differences in living arrangements of recipients appear to be more important than marital status or sex in affecting differentials among groups of recipients within a State in the amount of assistance given.

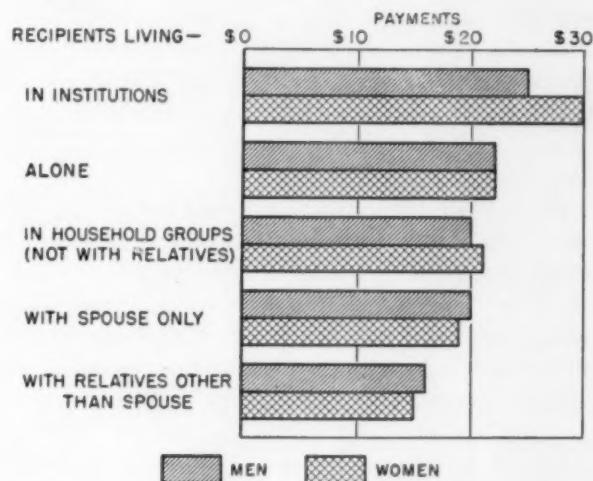
Living arrangements.—Recipients living in pri-

*Bureau of Public Assistance, Bulletin and Publications Unit.

¹ The latest social data available are for recipients accepted for the fiscal year ended June 30, 1940. During that period, 354,000 new recipients were added to the old-age assistance rolls. These recipients represented about one-sixth of the total number aided by the 51 States during the fiscal year. On June 30, 1940, there were 1,998,000 persons on the assistance rolls. Since some turn-over in the case load occurred during the year, the number aided throughout the year was somewhat larger than the number on the rolls at the end of the year.

vate institutions² receive the highest median monthly payment made to any group of recipients accepted for assistance (\$26 in 1939-40), probably because many recipients enter institutions for special supervision and medical care not available or too costly to be provided in their own homes (chart 1). Even if recipients in institutions lived in

Chart 1.—Old-age assistance: Median amount of monthly payment according to living arrangement of men and women accepted for assistance, fiscal year 1939-40



their own homes, many of them probably would require larger assistance payments than other more able-bodied recipients. Pennsylvania, for example, reported that in one county four-fifths of a group of recipients leaving institutions required the maximum assistance payment possible under the State law for old-age assistance.³

The existence of other income and resources influences the amount of assistance to recipients liv-

² Recipients living in public institutions are not eligible for old-age assistance under the Social Security Act and, if accepted for assistance, must be aided entirely from State and local funds without Federal participation. Less than 0.1 percent of recipients living in institutions and accepted for old-age assistance in 1939-40 resided in public institutions.

³ See Glosser, Belle B., *Applications for Old-Age Assistance from Residents of Public Institutions in Allegheny County*, Pittsburgh, May 1, 1938, p. 9.

Table 1.—Old-age assistance: Median amount of monthly payment, according to living arrangements, marital status, and sex of recipients accepted for old-age assistance, fiscal years 1937-38, 1938-39, and 1939-40

| Social characteristic | Median amount of monthly payment | | |
|--|----------------------------------|---------|---------|
| | 1939-40 | 1938-39 | 1937-38 |
| Number of recipients accepted..... | 353,934 | 377,233 | 585,877 |
| All recipients..... | \$18 | \$18 | \$18 |
| Men..... | 19 | 18 | 18 |
| Women..... | 18 | 17 | 17 |
| Recipients living: | | | |
| In institutions..... | 26 | 27 | 26 |
| Alone..... | 22 | 21 | 21 |
| In household groups but not with relatives..... | 20 | 20 | 20 |
| With spouse only..... | 19 | 19 | 19 |
| With relatives other than spouse..... | 16 | 15 | 16 |
| Recipients with spouse: | | | |
| Not living in same household..... | 20 | 20 | 19 |
| In same household: | | | |
| Receiving joint payment or not receiving old-age assistance..... | 19 | 18 | 18 |
| Receiving separate payment..... | 18 | 18 | 17 |
| Applying for separate payment..... | 18 | 18 | 20 |

ing outside institutions. In order of size, the median amounts of payments for 1939-40 to recipients with specified living arrangements outside institutions were as follows: recipients living alone—\$22; recipients living in household groups but not with relatives—\$20; recipients living with spouse only—\$19; and recipients living with relatives other than spouse—\$16.

Housing and food costs probably account for the larger assistance payments needed by recipients living alone and in household groups but not with relatives. For recipients who do not own their homes and who pay house or room rent, shelter costs constitute a large part of assistance needs. Recipients who own homes may require some assistance to meet property payments, interest, taxes, or insurance, but such amounts ordinarily would not equal the amount needed by recipients paying monthly room or house rent. In addition, the per-person cost of preparing food decreases as the number of individuals sharing meals increases. The amount needed for food for recipients living alone and preparing meals only for themselves, therefore, would be greater than for recipients sharing a family table. Recipients eating at restaurants or in boarding homes also would need more money for food than recipients eating at family tables which are not operated for profit.

The smaller amounts paid to recipients living with only their husbands or wives than to recipients living alone may result from the fact that, in many cases, the needs of the husband

and the wife are considered individually and both receive separate assistance payments. Since they share common household expenses, their individual requirements are less than if they lived alone.

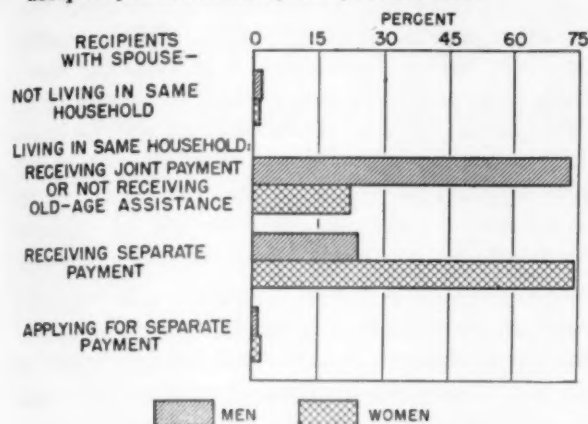
That recipients living with other relatives receive less assistance than any other group of recipients with specified living arrangements reflects the financial responsibility required by law or assumed voluntarily by relatives. The extent of such financial responsibility is difficult to measure. Relatives may provide free housing or board or all but a nominal amount of the cost of housing and boarding recipients. In some cases, relatives provide necessary medical care, clothing, or other items, and sometimes they contribute regular monthly allowances.

Marital status and living arrangements.—Variations in the median amount of assistance given to groups of married recipients with different living arrangements appear to reflect differences in methods of determining the size of the assistance payment rather than differences in the amount needed by recipients. Generally, for recipients living in household groups, payments shared by the recipient with other members of his household are larger than payments intended to cover only the needs of the recipient. Two types of shared payments are represented in assistance to married recipients. First is the joint assistance payment made in the name of one recipient for two or more eligible persons in the same household—usually the husband and wife. The second type of shared payment occurs when an agency makes no separate provision for the requirements of dependents of a recipient and when other forms of assistance are not available to the dependents or else provide a lower level of payments than old-age assistance. Many shared payments are represented among the payments to the group of married recipients whose spouses benefit from joint payments or do not receive old-age assistance. This group received a median monthly payment of \$19 in 1939-40, the largest payment to any group of married recipients living with their husbands or wives.

The median monthly payment to recipients whose spouses lived in the same household and were receiving or were applying for separate grants was \$18.

Sex of recipients.—Factors other than differences in need affect the size of payments to men and

Chart 2.—Old-age assistance: Percentage distribution according to marital status of men and women accepted for assistance, fiscal year 1939-40



to women. Varying methods of determining the size of payments apparently have caused the differential in payments to men and to women living with their spouses only. For the 51 States in 1939-40, the median amount of assistance given to men living with their wives only was \$20 as compared with \$19 paid to women who lived with their husbands only. In individual States, men received median payments as much as \$9 in excess of the median payments to women. These differentials probably result from the fact that more men than women receive shared payments (Chart 2). Of the married men accepted for assistance, only one-third had wives receiving separate old-age assistance payments. Of the married women, on the other hand, almost three-fourths had husbands receiving separate payments.

The greater number of shared payments received by the men can be explained by customs and traditions governing the relationship between husbands and wives. Men are customarily older than their wives. When this age differential occurs, the wife may not receive assistance because she is ineligible on the basis of age. In any case, however, it would be more customary for the man, as the traditional breadwinner, to apply for assistance. If his application is approved, his wife may not receive a separate payment, even though she is eligible for assistance, because State administrative procedures may preclude more than one assistance payment to a family. Since it appears to be customary to give assistance in the name of the head of the family

first, it is not surprising that in most families where assistance is given to the wife in her own name, the husband also receives a separate payment.

The interesting fact about women's status revealed by the data on recipients accepted for old-age assistance is not that old-age assistance usually is given to the husband as the head of the household, but that it is so often given to both the husband and the wife or to the wife only. This tendency on the part of public assistance agencies to give assistance on the basis of individual rather than family needs undoubtedly has changed the financial status of many women receiving assistance. The change in status is most easily demonstrated for the group of married women living with their husbands. The recipients accepted for old-age assistance during the fiscal year 1939-40 included about 120,000 married couples living together. About one-third of the wives in these households received assistance in their own names. According to the census of employment status as of March 24-30, 1940, only 25 percent of the women 14 years of age and over were working or seeking work. The percentage was undoubtedly lower in the first quarter of the century, when aged women now receiving old-age assistance were of working age. For many women accepted for old-age assistance, therefore, their assistance payment may represent the first money they had received in their own names.

Limitations of Data

The relationships pointed out above between the social characteristics of recipients and the amount of assistance which they receive appear to exist in most of the States. The relationships do not exist, however, in States with comparatively less adequate State and local funds and in States which determine the size of payments on a flat-grant-minus-income basis. With few exceptions, States with inadequate State and local funds are forced to spread their funds over a large recipient load. As a result, most of the payments in these States are small, and the limited range in the amount of assistance given to individual recipients can have little relation to the wide range in individual need.

The relationship between variations in payments and variations in the social characteristics of recipients cannot be assumed when the amount

of assistance is determined on a flat-grant-minus-income basis. The amount specified for assistance plus income is \$45 in Colorado. In California, Washington, and North Dakota,⁴ State laws provide that the sum of old-age assistance and income shall be not less than \$40; in Massachusetts and Utah, this sum is to be not less than \$30, and in Nevada not less than \$30 and not more than \$40. In these States, a relationship may exist between differences in assistance payments and in other income and resources of recipients, but, for recipients whose requirements are less than the amount stipulated in the State law, differences in total requirements will not affect assistance payments.

Even though inadequate, data on the amount

⁴ In North Dakota, because of inadequate State and local funds, the law is being administered on a budgetary deficit basis without reference to the \$40 minimum for total income.

of assistance to recipients with specified living arrangements, marital status, and sex are helpful in pointing out some of the factors which affect the amount of assistance to recipients. Other equally important social characteristics include the race, urban and rural residence, and physical condition of recipients. These characteristics will be analyzed in separate discussions. Statistics on social characteristics of recipients and on variations in the amount of assistance comprise two sets of data important to an analysis of factors affecting variations in the needs of recipients. Other data necessary to statistical measurement of the relationship between the amount needed by recipients and the amount of assistance given include data on other income and total requirements of recipients.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE • DIVISIONS OF
OPERATING STATISTICS AND ANALYSIS AND SOCIAL STATISTICS AND RESEARCH

State and Local Financing of Public Assistance, 1940-41 *

The need for State financial participation in meeting costs of old-age assistance, aid to dependent children, and aid to the blind receives formal recognition in the Social Security Act. States must assume some responsibility for financing assistance as a condition for receipt of Federal funds. Financial participation by the State was required under the act in the belief that reduction of the financial burden on the localities was necessary to a sound financial basis for these programs. In addition, the use of State funds was intended to serve as an incentive to and as a method of obtaining adequate State supervision required by other provisions of the Social Security Act.

Since 1936, when the Federal Government withdrew from participation in general relief, the States and localities have been faced with the necessity of providing all the funds for that program also. Because of the inability of the localities to bear the entire cost of relief, State funds have been made available for this purpose in many States.

This discussion analyzes the division of non-Federal financial responsibility in 1940-41 between the States and localities for old-age assistance, and for aid to dependent children and aid to the blind in States with and without approved plans, and for general relief.¹ All data presented relate to the non-Federal share of expenditures for assistance, which is 100 percent for general relief.

Major responsibility for financing the three special types of public assistance and general relief has been assumed by State governments.—In addition to the amount received from the Federal Government, the States and localities expended almost \$700

*This analysis is limited to the division of financial responsibility between the States and localities, because no important changes occurred in source of funds at Federal, State, and local levels since data were last published. (See the Bulletin, Vol. 4, No. 2 (February 1941), pp. 58-60.) Data for 1940-41 on expenditures from Federal, State, and local funds will be presented without analysis in the November issue of the Bulletin.

¹ The District of Columbia is not included in the discussion, a large part of which does not apply to the particular governmental organization in the District.

million for old-age assistance, aid to dependent children, aid to the blind, and general relief. Two-thirds of State-local assistance costs were paid from State funds, in contrast to the practice prior to the depression when primary responsibility for these programs rested with local governments. Thirty-four States paid 60 percent or more of the non-Federal share of assistance costs; in 15 of these States, the State share was 80 percent or more. In 11 additional States, between 40 and 59 percent was paid by the State governments. In the remaining 3 States in the continental United States, the State share was less than 40 percent.

The assumption by the State government of a major share of State-local costs is not necessarily an indication of a high level of expenditures for public assistance in the State. This fact is clearly indicated when States are grouped in relation both to the proportion of State funds and to total expenditures for public assistance per inhabitant. Thus, of the 15 States with 80 percent or more from State funds and of the 19 States with 60 to 79 percent from State funds, about one-half were among the lowest in expenditures per inhabitant.

Table 1.—Public assistance: Relation of percent of State share of State-local expenditures to total assistance expenditures per inhabitant, by State, 1940-41

| Total expenditures per inhabitant | States ¹ in which State share of State-local expenditures was— | | |
|-----------------------------------|---|--|--|
| | 80.0-100.0 percent | 60.0-79.9 percent | 59.9 percent or less |
| \$1.00-2.99.. | Arkansas, Mississippi, South Carolina. | Georgia, Kentucky, Tennessee, Virginia. | Alabama, North Carolina. |
| 3.00-5.99.. | Louisiana, New Mexico, Texas, West Virginia. | Delaware, Florida, Maryland, New Jersey, North Dakota. | Vermont. |
| 6.00-8.99.. | Idaho, Missouri, Oklahoma, Washington. | Iowa, Maine, Michigan, Montana, Nebraska, Ohio, Oregon, South Dakota, Wyoming. | Connecticut, Indiana, Kansas, Nevada, New Hampshire, Rhode Island. |
| 9.00 or more. | Arizona, Colorado, Illinois, Pennsylvania. | Utah..... | California, Massachusetts, Minnesota, New York, Wisconsin. |

¹ Excludes District of Columbia.

Table 2.—Public assistance: Amount of State-local expenditures for assistance from State and from local funds, by State, fiscal year 1940-41¹

[In thousands]

| State | Old-age assistance | | | Aid to dependent children | | | Aid to the blind | | | General relief | | |
|----------------|--------------------|-------------------|------------------|---------------------------|------------------|------------------|------------------|------------------|------------------|-------------------|-------------------|-------------------|
| | Total | State funds | Local funds | Total | State funds | Local funds | Total | State funds | Local funds | Total | State funds | Local funds |
| Total | \$253, 274 | \$204, 503 | \$48, 771 | \$88, 198 | \$56, 631 | \$31, 567 | \$15, 751 | \$11, 846 | \$3, 905 | \$336, 345 | \$188, 963 | \$147, 382 |
| Alabama | 1, 113 | 643 | 470 | 482 | 241 | 241 | 32 | 16 | 16 | 250 | 127 | 122 |
| Alaska | 4 266 | 4 266 | | 38 | 38 | | (²) | (²) | (²) | (²) | (²) | (²) |
| Arizona | 1, 432 | 1, 432 | | 485 | 485 | | 62 | 62 | | 586 | 586 | |
| Arkansas | 1, 108 | 1, 108 | | 471 | 471 | | 57 | 57 | | 292 | 292 | |
| California | 34, 172 | 17, 124 | 17, 048 | 5, 700 | 3, 242 | 2, 458 | 2, 473 | 1, 238 | 1, 235 | 28, 439 | 19, 010 | 9, 429 |
| Colorado | 8, 720 | 8, 720 | | 1, 124 | 562 | 562 | 102 | 51 | 51 | 2, 056 | 1, 650 | 406 |
| Connecticut | 2, 853 | 2, 853 | | 719 | 449 | 270 | 30 | 30 | | 4, 203 | 1, 143 | 3, 060 |
| Delaware | 174 | 174 | | 122 | 61 | 61 | (²) | (²) | (²) | 272 | 136 | 136 |
| Florida | 2, 795 | 2, 795 | | 451 | 451 | (²) | 196 | 196 | (²) | 735 | 735 | |
| Georgia | 1, 997 | 1, 661 | 336 | 583 | 482 | 101 | 86 | 71 | 15 | 498 | | 498 |
| Hawaii | 139 | 139 | | 298 | 298 | | 7 | 7 | | (²) | (²) | (²) |
| Idaho | 1, 222 | 1, 222 | | 526 | 526 | | 38 | 38 | | 508 | 222 | 286 |
| Illinois | 18, 805 | 18, 805 | | 2, 017 | 504 | 1, 513 | 2, 799 | 1, 363 | 1, 363 | 40, 615 | 31, 466 | 9, 149 |
| Indiana | 7, 311 | 4, 381 | 2, 930 | 3, 195 | 1, 915 | 1, 280 | 296 | 296 | | 4, 526 | 4, 526 | |
| Iowa | 6, 629 | 6, 629 | | 799 | 799 | | 192 | 85 | | 4, 659 | 1, 468 | 3, 191 |
| Kansas | 3, 308 | 1, 397 | 1, 911 | 1, 253 | 485 | 770 | 172 | 65 | 107 | 2, 816 | 1, 187 | 1, 629 |
| Kentucky | 2, 858 | 2, 858 | | 180 | | 180 | (²) | (²) | (²) | 559 | | 559 |
| Louisiana | 2, 609 | 2, 609 | | 2, 442 | 2, 442 | | 113 | | | 2, 025 | 2, 025 | |
| Maine | 1, 628 | 1, 628 | | 439 | 199 | 240 | 154 | 154 | | 2, 275 | 771 | 1, 504 |
| Maryland | 1, 931 | 1, 287 | 644 | 1, 304 | 1, 068 | 236 | 87 | 26 | 61 | 2, 122 | 1, 036 | 1, 086 |
| Massachusetts | 15, 331 | 10, 221 | 5, 110 | 6, 149 | 2, 915 | 3, 234 | 163 | 163 | | 11, 325 | 3, 265 | 8, 060 |
| Michigan | 8, 002 | 8, 002 | | 5, 917 | 5, 082 | 835 | 151 | 151 | | 11, 834 | 6, 762 | 5, 072 |
| Minnesota | 7, 962 | 5, 308 | 2, 654 | 2, 084 | 817 | 1, 267 | 154 | 154 | | 8, 039 | 2, 103 | 5, 936 |
| Mississippi | 1, 281 | 1, 281 | | 19 | 19 | | 47 | 47 | | 35 | | 35 |
| Missouri | 10, 631 | 10, 631 | | 2, 067 | 2, 067 | | 1, 000 | 1, 000 | | 3, 760 | 3, 694 | 66 |
| Montana | 1, 406 | 950 | 456 | 431 | 301 | 130 | 29 | 20 | 9 | 718 | 369 | 349 |
| Nebraska | 3, 083 | 3, 083 | | 1, 002 | 1, 002 | (²) | 86 | 86 | (²) | 1, 168 | | 1, 168 |
| Nevada | 368 | 184 | 184 | 32 | | 32 | 5 | | 5 | 91 | 2 | 89 |
| New Hampshire | 829 | 415 | 414 | 210 | 210 | | 44 | 44 | | 1, 713 | | 1, 713 |
| New Jersey | 3, 874 | 2, 906 | 968 | 2, 200 | 775 | 1, 425 | 104 | | 104 | 9, 960 | 6, 763 | 3, 197 |
| New Mexico | 485 | 485 | | 331 | 331 | | 25 | 25 | | 170 | 164 | 6 |
| New York | 17, 993 | 9, 184 | 8, 809 | 13, 307 | 3, 843 | 9, 464 | 440 | 225 | 215 | 100, 348 | 41, 946 | 58, 402 |
| North Carolina | 2, 238 | 1, 228 | 1, 010 | 971 | 522 | 449 | 170 | 89 | 81 | 438 | | 438 |
| North Dakota | 906 | 771 | 135 | 462 | 235 | 227 | 29 | 29 | | 539 | 289 | 250 |
| Ohio | 18, 281 | 18, 281 | | 3, 139 | 1, 391 | 1, 748 | 480 | 147 | 333 | 15, 306 | 9, 520 | 5, 786 |
| Oklahoma | 8, 029 | 8, 029 | | 1, 700 | 1, 700 | | 208 | 208 | | 665 | 179 | 486 |
| Oregon | 2, 511 | 1, 507 | 1, 004 | 587 | 332 | 255 | 68 | 41 | 27 | 1, 583 | 1, 072 | 511 |
| Pennsylvania | 13, 208 | 13, 208 | | 14, 324 | 14, 324 | | 4, 802 | 4, 802 | | 45, 609 | 45, 609 | |
| Rhode Island | 832 | 832 | | 415 | 242 | 173 | 8 | 8 | | 2, 797 | 998 | 1, 799 |
| South Carolina | 837 | 837 | | 325 | 325 | | 49 | 49 | | 220 | 110 | 110 |
| South Dakota | 1, 730 | 1, 730 | | 96 | 96 | | 27 | 27 | | 682 | 42 | 640 |
| Tennessee | 2, 433 | 1, 825 | 608 | 1, 590 | 1, 060 | 530 | 109 | 82 | 27 | 1, 114 | | 1, 114 |
| Texas | 9, 897 | 9, 897 | | 8 | | 8 | (²) | (²) | (²) | 1, 486 | 1, 363 | 223 |
| Utah | 1, 996 | 1, 400 | 596 | 1, 046 | 785 | 261 | 29 | 21 | 8 | 431 | | 431 |
| Vermont | 545 | 545 | | 120 | 60 | 60 | 20 | 20 | | 667 | 417 | 250 |
| Virginia | 1, 157 | 723 | 434 | 474 | 296 | 178 | 77 | 48 | 29 | 2, 453 | 1, 286 | 1, 167 |
| Washington | 7, 091 | 7, 091 | | 981 | 981 | | 197 | 197 | | 1, 254 | 889 | 365 |
| West Virginia | 1, 576 | 1, 576 | | 1, 225 | 1, 225 | | 90 | 90 | | 8, 970 | 1, 046 | 7, 924 |
| Wisconsin | 7, 165 | 4, 345 | 2, 820 | 3, 642 | 1, 886 | 1, 756 | 281 | 170 | 111 | 226 | 186 | 40 |
| Wyoming | 497 | 267 | 230 | 143 | 79 | 64 | 24 | 24 | | | | |

¹ Excludes District of Columbia. States for which figures are italicized administer programs for aid to dependent children and aid to the blind under State laws without Federal participation. General relief financed from State and local funds without Federal participation. For definitions of assistance payments, see the Bulletin, Vol. 4, No. 9 (September 1941), pp. 50-52.

² Includes \$571,366 expended in 4 States from local funds without State or Federal participation, not included in State figures (see footnotes 9, 12, 13, and 15).

³ Includes \$12,116 expended in 3 States from State and local funds without Federal participation, not included in State figures (see footnotes 7, 9, and 13).

⁴ Estimated for part of period.

⁵ No program.

⁶ Not reported.

⁷ Excludes \$10,601 expended from State funds without local or Federal participation.

⁸ Estimated.

⁹ Excludes \$205,804 expended for aid to dependent children and \$434 for aid to the blind from local funds without State or Federal participation.

¹⁰ Information on status of program not available.

¹¹ Includes payments for medical care in July and August 1940.

¹² For March-June; first payments under approved plan for March. Excludes \$5,384 expended for July 1940-February 1941 from local funds without State or Federal participation.

¹³ Excludes \$165,113 expended for aid to dependent children and \$1,081 for aid to the blind from local funds without State or Federal participation.

¹⁴ Expenditures from local funds not reported for all counties.

¹⁵ Includes \$603,000 estimated as expended by local relief officials.

¹⁶ For November 1940-June 1941; first payments under approved plan for November. Excludes \$195,065 expended for July 1940-June 1941 from local funds without State or Federal participation.

On the other hand, 11 of the 14 States which expended less than 60 percent from State funds were among the highest in expenditures per inhabitant.

State governments, as a group, assumed a far larger portion of the non-Federal share of assistance costs of old-age assistance and aid to the blind than of aid to dependent children and general relief.—Eighty-one percent of the State-local share of payments for old-age assistance and 75 percent for aid to the blind were paid from State funds (table 3). On the other hand, 64 percent of the

Table 3.—Public assistance: Proportion of State-local expenditures for assistance from State and from local funds,¹ by program, fiscal year 1940-41

| Program | Proportion of State-local expenditures from— | | | |
|--------------------------------|--|----------|-----------------------|----------|
| | State funds | | Local funds | |
| | Amount (in thousands) | Per cent | Amount (in thousands) | Per cent |
| Total..... | \$461,943 | 66.6 | \$231,625 | 33.4 |
| Old-age assistance..... | 204,503 | 80.7 | 48,771 | 19.3 |
| Aid to dependent children..... | 56,631 | 64.2 | 31,567 | 35.8 |
| Aid to the blind..... | 17,846 | 75.2 | 3,905 | 24.8 |
| General relief..... | 188,963 | 56.2 | 147,382 | 43.8 |

¹ Excludes District of Columbia.

State-local share of payments for aid to dependent children and 56 percent of general relief payments were financed from State funds. The slightly lower proportion of State funds for aid to the blind than for old-age assistance is explained primarily by the large amount expended from local funds in California, which accounted for almost one-third of total expenditures from local funds.

The entire State-local share of old-age assistance and aid to the blind was financed from State funds by a majority of the States; in contrast, slightly more than one-third of the States assumed the entire cost for aid to dependent children and one-eighth of the States, for general relief.—State governments assumed full financial responsibility for the non-Federal costs of assistance payments for about two-fifths of the 194 public assistance programs (table 4). State governments paid all the non-Federal assistance costs for 29 of the programs for old-age assistance and for 27 programs for aid to the blind. On the other hand, only 18 programs for aid to dependent children and 6 for general relief were financed without local participation.

More State than local funds were expended for

old-age assistance in all but one State and for aid to the blind in all but six States; local funds exceeded State funds, on the other hand, in more than one-fourth of the States for aid to dependent children and in more than one-half of the States for general relief (charts 1-4).—In spite of the general tendency for the States to assume the larger share of State-local costs of the three types of public assistance, a considerable number of States required the localities to assume the greater burden for aid to dependent children (table 4). Although aggregate expenditures from State funds for general relief exceeded those from local funds, the localities in most of the States assumed the greater share of relief costs. The localities paid the total general relief costs in 11 States and more than one-half the total in 15 other States. About two-thirds of total State funds for general relief was expended in the 22 States in which the State paid 50 percent or more of the costs; expenditures from State funds by Illinois and Pennsylvania represented more than half of the total amount in these 22 States. By far the largest proportion of State funds provided by the 26 States in which the localities paid the larger part of total costs was expended in New York.

There is a distinct tendency in the States to finance all public assistance, and particularly the three special types of public assistance, with the same proportions from State funds.—In about one-fifth of the States the proportion of funds which the State expended was the same for all four programs.

Table 4.—Public assistance: Number of programs by proportion of State-local expenditures for assistance from State funds, by program, 1940-41

| Proportion from State funds | Total | Number of programs ¹ | | | |
|--|-------|---------------------------------|---------------------------|------------------|----------------|
| | | Old-age assistance | Aid to dependent children | Aid to the blind | General relief |
| Total number of programs..... | 194 | 50 | 50 | 46 | 48 |
| Programs for which State bears— | | | | | |
| Total cost..... | 80 | 29 | 18 | 27 | 46 |
| Proportion of cost..... | 97 | 21 | 28 | 17 | 31 |
| Two-thirds or more..... | 27 | 9 | 6 | 4 | 8 |
| One-half but less than two-thirds..... | 40 | 11 | 12 | 9 | 8 |
| Less than one-half..... | 30 | 1 | 10 | 4 | 15 |
| None of the cost..... | 17 | — | 4 | 2 | 11 |

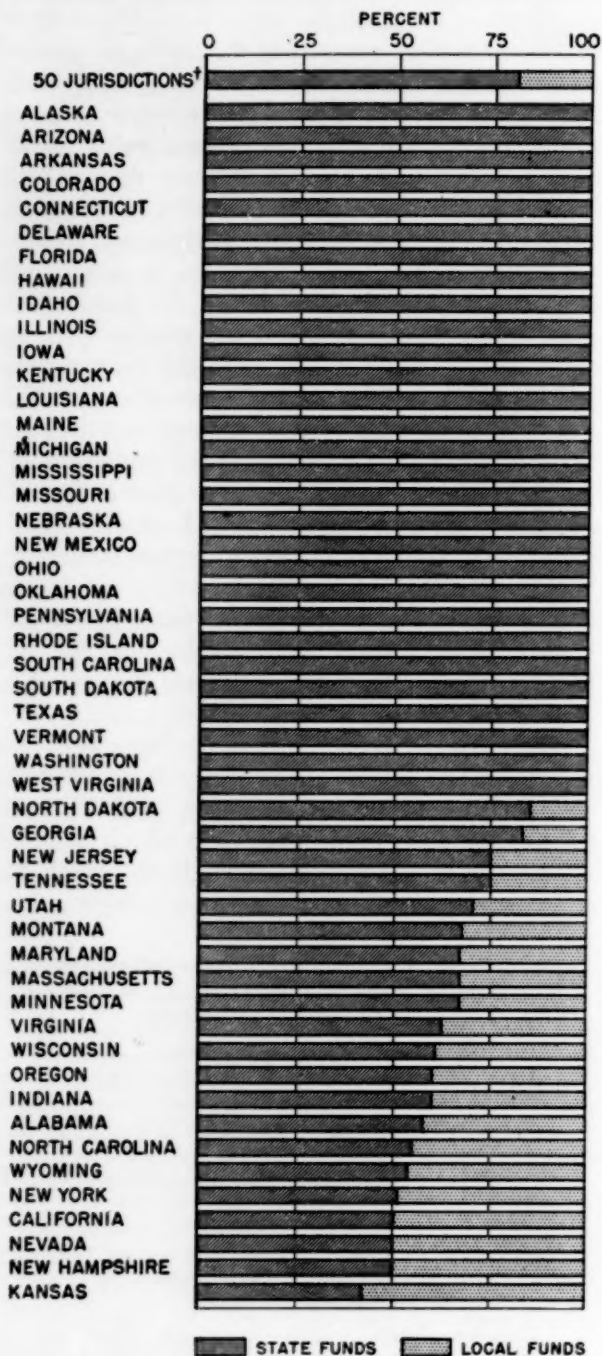
¹ Excludes District of Columbia.

² Alaska, Delaware, and Texas do not have programs for aid to the blind. Information is not available on the status of the program for aid to the blind in Kentucky.

³ Excludes general relief programs in Alaska and Hawaii for which data are not available.

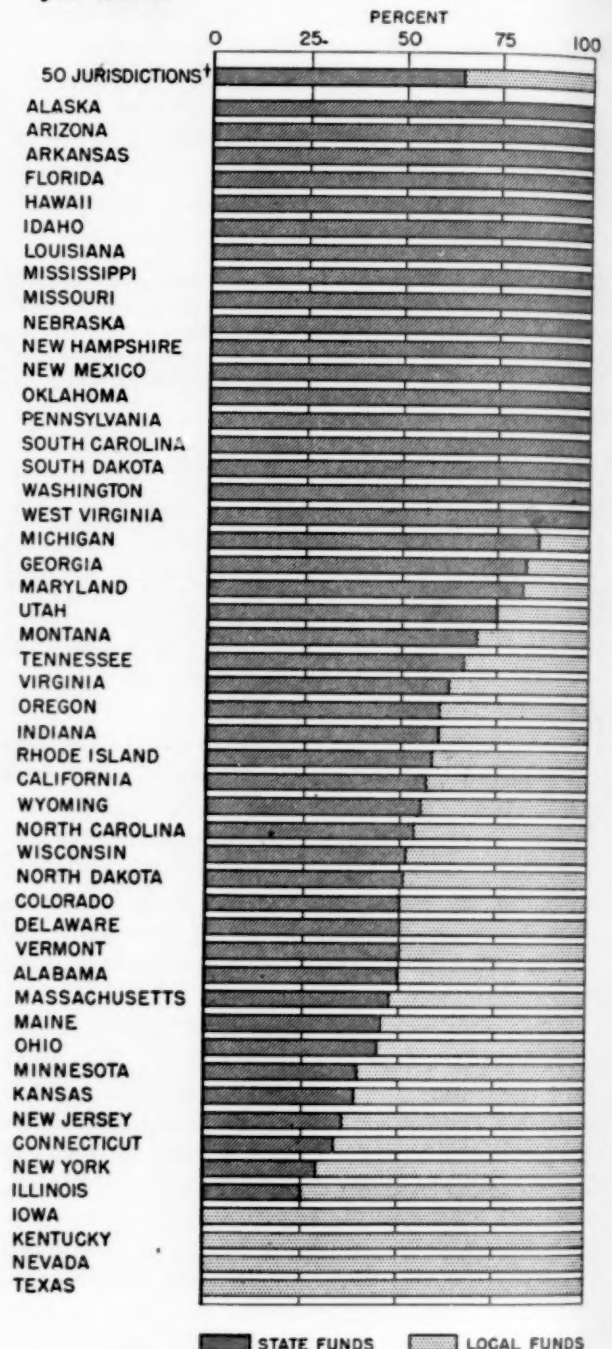
⁴ Includes 2 States in which slightly less than the total cost but more than 95 percent was paid from State funds.

Chart 1.—Old-age assistance: Percentage distribution of expenditures for assistance to recipients from State and local funds, by source of funds, fiscal year 1940-41



†Excludes District of Columbia.

Chart 2.—Aid to dependent children: Percentage distribution of expenditures for assistance to recipients from State and local funds, by source of funds, fiscal year 1940-41



†Excludes District of Columbia.

Five of the 9 States ² in this group paid the entire State-local share of the three special types of public assistance and general relief. In an additional 14 States, the proportion of State funds was the same for each of the three special types of public assistance but differed for general relief; in 9 ³ of these 14 States, all the non-Federal share of assistance costs of the three special types of public assistance was paid by the State governments. For a third group of 15 States, ⁴ State financial participation was the same for two of the four programs. The more common practice in these States was to finance old-age assistance and aid to the blind in the same proportions.

Thus, the integration of administration of the three special types of public assistance and general

¹ Arizona, Arkansas, Louisiana, Missouri, Pennsylvania; New Mexico also paid all public assistance costs from State funds according to available data, but these data do not include all local funds expended for general relief. In addition, Alabama, Kansas, Oregon, and Virginia expended about the same proportion but less than 100 percent from State funds for all programs.

² Florida, Idaho, Mississippi, Nebraska, Oklahoma, South Carolina, South Dakota, Washington, and West Virginia. In addition, Georgia, Montana, North Carolina, Tennessee, and Utah expended the same proportion but less than 100 percent from State funds for the three special types of public assistance. Excludes Hawaii which paid the entire cost of the three special types of public assistance from State funds; data on general relief in Hawaii are not available.

⁴ Alaska, California, Colorado, Connecticut, Delaware, Indiana, Maine, Michigan, New Hampshire, New York, North Dakota, Rhode Island, Vermont, Wisconsin, and Wyoming.

Table 5.—Comparison of State-local financing in 1940-41 and 1935 of assistance payments for the three special types of public assistance in States with approved plans in 1940-41

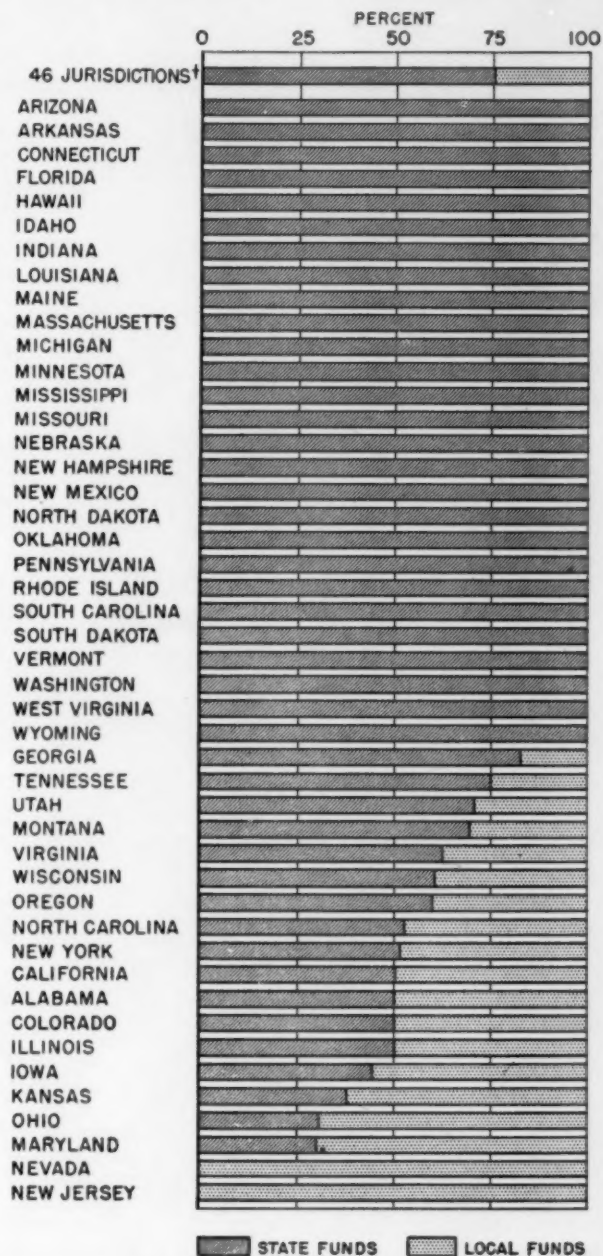
| Method of financing | Number of programs ¹ | | | |
|--|---------------------------------|--------------------|---------------------------|------------------|
| | Total | Old-age assistance | Aid to dependent children | Aid to the blind |
| All programs administered under approved plans in 1940-41..... | 135 | 50 | 43 | 42 |
| Financed in 1940-41 from— | | | | |
| State funds only..... | 71 | 29 | 17 | 25 |
| State and local funds..... | 64 | 21 | 26 | 17 |
| Programs financed in 1935 from State funds only..... | 19 | 11 | 2 | 6 |
| Financed in 1940-41 from— | | | | |
| State funds only..... | 18 | 10 | 2 | 6 |
| State and local funds..... | 1 | 1 | | |
| Programs financed in 1935 from local funds or State and local funds..... | 66 | 19 | 32 | 15 |
| Financed in 1940-41 from— | | | | |
| State funds only..... | 19 | 5 | 9 | 5 |
| State and local funds..... | 47 | 14 | 23 | 10 |
| Programs not in operation in 1935..... | 50 | 20 | 9 | 21 |
| Financed in 1940-41 from— | | | | |
| State funds only..... | 34 | 14 | 6 | 14 |
| State and local funds..... | 16 | 6 | 3 | 7 |

¹ Excludes District of Columbia.

relief, which has been encouraged under the Social Security Act, has been accompanied by a trend toward a common State plan for financing all four programs.

The practices prevailing in individual States

Chart 3.—Aid to the blind: Percentage distribution of expenditures for assistance to recipients from State and local funds, by source of funds, fiscal year 1940-41



†Excludes Alaska, Delaware, and Texas, which do not have programs for aid to the blind, and Kentucky, for which information on status of program is not available. Also, excludes District of Columbia.

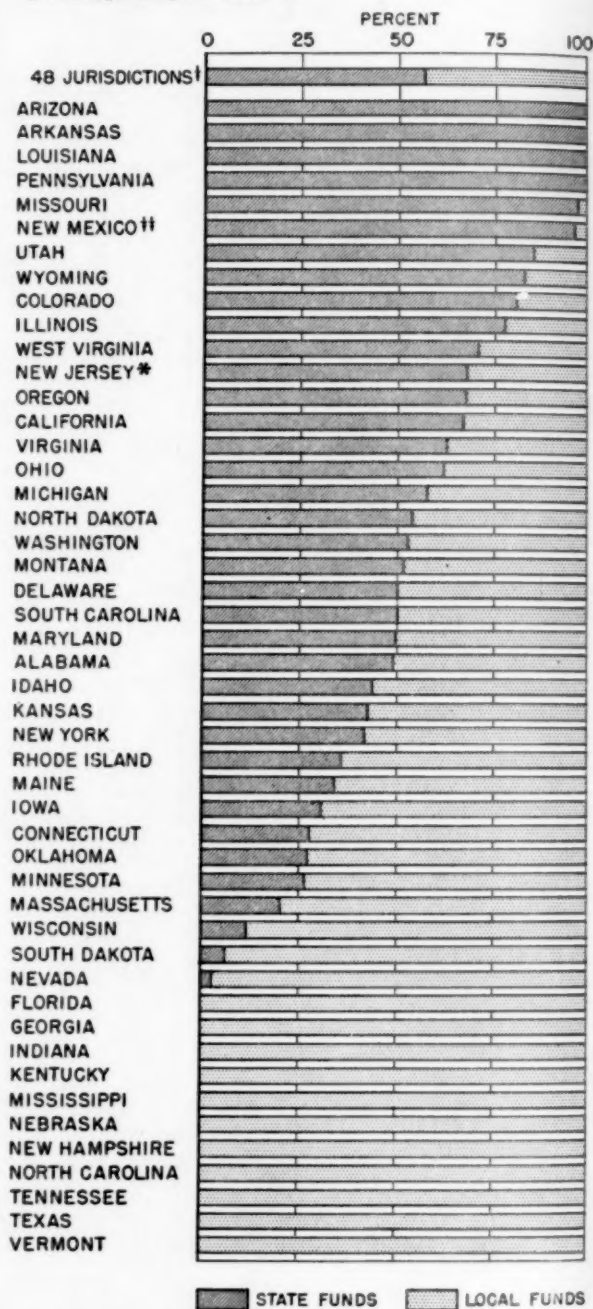
prior to the Social Security Act seem to have been the major factor determining the present division of financial responsibility for the three special types of public assistance.—When the arrangements in the individual States for State-local financing of the three special types of public assistance in 1940-41 are compared with those in effect for programs operated in 1935 prior to passage of the Social Security Act, it is apparent that the earlier provisions were the major influence in determining the present division of financial responsibility (table 5). The 19 programs which were entirely State-financed in 1935 were, with only one exception, financed without local participation in 1940-41. Similarly, the States which financed public assistance entirely from local funds or which required local contributions, in 1935 continued to require local participation in programs administered under the Social Security Act. Thus, of the 66 programs financed in whole or in part from local funds in 1935, 47 also were financed partly from local funds in 1940-41. In a number of the States which substituted State financing for local or State and local financing, the local contribution in 1935 was relatively low in relation to the State contribution, or the total amount expended from local funds was negligible.

Of the 29 States meeting the entire cost of old-age assistance in 1940-41 from State funds, 10 had State financing under earlier programs and 14 had no program prior to the Social Security Act. Moreover, 14 of the 19 States which required local participation in old-age assistance in 1935 continued the same requirements in 1940-41. The same tendencies may be observed in the financing of aid to the blind and aid to dependent children. Of the 26 States which provided for State-local financing of aid to dependent children in 1940-41, the 23 which had programs in operation prior to the passage of the Social Security Act required local participation in 1935.

The trend toward complete State financing is chiefly a result of paying assistance costs for new programs entirely from State funds.—The entire cost of assistance for 34 of the 50 programs established subsequent to the passage of the Social Security Act was assumed by State governments. About three-fourths of the new programs for old-

age assistance and aid to the blind and two-thirds of the programs for aid to dependent children were established on a State-financed basis.

Chart 4.—General relief: Percentage distribution of expenditures for assistance to cases, by source of funds, fiscal year 1940-41



†Excludes Alaska, Hawaii, and District of Columbia.

††Expenditures from local funds not reported for all counties.

*Distribution estimated.

Statistics for the United States, August 1941

Total assistance and earnings decreased for the fifth successive month.—In August, total expenditures for public assistance and earnings under the several Federal work programs in the continental United States amounted to \$161.1 million, a decrease of 3.5 percent from July and 24.5 percent from the previous August (table 6). Payments in August are estimated to have benefited 4.0 million households including 10.4 million persons—2.4 percent and 3.7 percent less, respectively, than in July (table 7).

Smaller amounts were expended in August than in the same month of the previous year for general relief and for all the Federal work programs except the out-of-school work program of the National Youth Administration. Subsistence payments certified by the Farm Security Administration were also smaller.

All but one of the Federal work programs decreased from July; FSA subsistence payments increased.—

Total earnings on projects of the Work Projects Administration decreased 9.1 percent to \$61.1 million in August, and the number employed declined 1.0 percent to 1.0 million. The relatively larger decline in earnings than in the number employed is attributable for the most part to factors associated with pay-roll procedures. Earnings under the Civilian Conservation Corps program and the number enrolled were 2.2 and 2.3 percent less, respectively. Earnings under the NYA student work program declined to \$1,000 and employment to less than 500; the out-of-school work program increased 5.3 percent in earnings but decreased 0.9 percent in employment. Earnings under other Federal agency projects financed from emergency funds decreased 16.3 percent and the number employed, 14.3 percent. Subsistence payments by the Farm Security Administration and recipients of such payments in August were, respectively, 36.5 and 35.7 percent above July.

Chart 5.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–August 1941

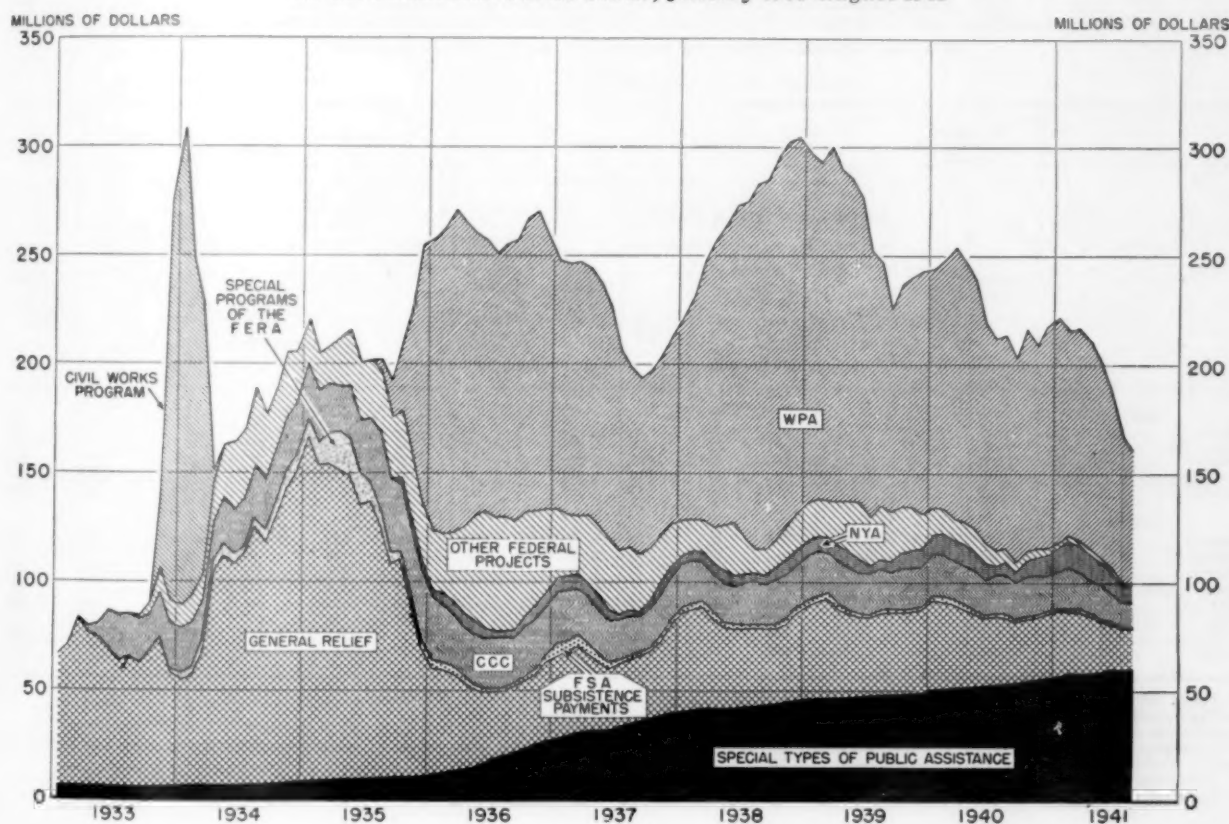


Table 6.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, August 1940–August 1941¹

[In thousands]

| Year and month | Total ¹ | Assistance to recipients | | | | | Earnings of persons employed under Federal work programs | | | | | Earnings on regular Federal construction projects ³ |
|----------------|--------------------|------------------------------------|---------------------------|------------------|----------------|---|--|--|----------------------------|---|--|--|
| | | Special types of public assistance | | | General relief | Subsistence payments certified by the Farm Security Administration ² | Civilian Conservation Corps ⁴ | National Youth Administration ⁵ | | Work Projects Administration ⁶ | Other Federal agency projects financed from emergency funds ⁷ | |
| | | Old-age assistance | Aid to dependent children | Aid to the blind | | | | Student work program | Out-of-school work program | | | |
| 1940 | | | | | | | | | | | | |
| August..... | \$213, 288 | \$39, 943 | \$11, 223 | \$1, 832 | \$31, 732 | \$940 | \$19, 022 | \$4 | \$4, 759 | \$97, 333 | \$6, 500 | \$43, 799 |
| September..... | 203, 056 | 40, 034 | 11, 328 | 1, 829 | 28, 547 | 732 | 16, 828 | 106 | 4, 822 | 93, 507 | 5, 323 | 47, 038 |
| October..... | 216, 141 | 40, 864 | 11, 558 | 1, 846 | 29, 379 | 811 | 18, 479 | 2, 236 | 4, 911 | 101, 789 | 4, 268 | 56, 120 |
| November..... | 209, 222 | 41, 306 | 11, 718 | 1, 848 | 29, 041 | 831 | 18, 725 | 3, 064 | 5, 450 | 93, 532 | 3, 707 | 69, 201 |
| December..... | 217, 869 | 41, 858 | 11, 990 | 1, 862 | 30, 089 | 1, 052 | 16, 314 | 3, 109 | 6, 463 | 102, 329 | 2, 803 | 86, 074 |
| 1941 | | | | | | | | | | | | |
| January..... | 222, 075 | 42, 523 | 12, 298 | 1, 868 | 30, 552 | 1, 543 | 17, 110 | 2, 776 | 7, 001 | 103, 514 | 1, 990 | 103, 323 |
| February..... | 215, 095 | 43, 001 | 13, 192 | 1, 871 | 28, 881 | 1, 680 | 18, 152 | 3, 165 | 9, 224 | 94, 080 | 1, 849 | 113, 790 |
| March..... | 216, 162 | 43, 458 | 12, 766 | 1, 870 | 28, 767 | 2, 049 | 16, 178 | 3, 283 | 8, 929 | 97, 400 | 1, 462 | 111, 136 |
| April..... | 208, 557 | 43, 880 | 12, 866 | 1, 885 | 26, 278 | 1, 667 | 15, 073 | 3, 352 | 8, 419 | 93, 689 | 1, 448 | 116, 152 |
| May..... | 198, 960 | 44, 115 | 12, 856 | 1, 896 | 23, 281 | 975 | 14, 765 | 3, 385 | 8, 115 | 88, 236 | 1, 336 | 106, 415 |
| June..... | 188, 000 | 45, 681 | 12, 805 | 1, 896 | 20, 585 | 1, 628 | 12, 902 | 2, 592 | 7, 992 | 80, 746 | 1, 173 | 110, 103 |
| July..... | 166, 928 | 45, 325 | 12, 570 | 1, 889 | 19, 842 | 326 | 11, 693 | 12 | 7, 126 | 67, 225 | 920 | 119, 282 |
| August..... | 161, 080 | 45, 680 | 12, 574 | 1, 905 | 19, 632 | * 445 | 11, 430 | 1 | 7, 507 | 61, 136 | * 770 | * 129, 519 |

¹ Partly estimated and subject to revision. For January 1933–July 1940, see the Bulletin, February 1941, pp. 66–68. For definitions of terms, see the Bulletin, September 1941, pp. 50–52. For method of computing earnings under the CCC for July and August 1941 see footnote 4.

² Data exclude earnings on regular Federal construction projects.

³ Data from the FSA.

⁴ Data from the CCC. Beginning with July 1941, earnings of persons enrolled estimated by the CCC by multiplying average monthly number of

persons enrolled, excluding Indians, by average of \$67.20 for each month and number of Indians enrolled by average of \$60.50 for each month.

⁵ Data from the NYA.

⁶ Data from the WPA.

⁷ Data from the Bureau of Labor Statistics.

⁸ Excluded from total; data from the Bureau of Labor Statistics.

⁹ Preliminary.

Table 7.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, August 1940–August 1941¹

[In thousands]

| Year and month | Estimated unduplicated total ¹ | | Recipients of assistance | | | | | | Persons employed under Federal work programs | | | | | Persons employed on regular Federal construction projects ³ |
|----------------|---|-----------------------------|------------------------------------|---------------------------|----------|------------------|--------------------------------|--|--|--|----------------------------|---|--|--|
| | Households | Persons in these households | Special types of public assistance | | | | Cases receiving general relief | Cases for which subsistence payments were certified by the Farm Security Administration ² | Civilian Conservation Corps ⁴ | National Youth Administration ⁵ | | Work Projects Administration ⁶ | Other Federal agency projects financed from emergency funds ⁷ | |
| | | | Old-age assistance | Aid to dependent children | | Aid to the blind | | | | Student work program | Out-of-school work program | | | |
| | | | | Families | Children | | | | | | | | | |
| 1940 | | | | | | | | | | | | | | |
| August..... | 5, 098 | 14, 478 | 2, 001 | 353 | 849 | 72 | 1, 342 | 43 | 287 | 1 | 239 | 1, 684 | 49 | 345 |
| September..... | 4, 990 | 14, 059 | 2, 016 | 357 | 859 | 72 | 1, 258 | 35 | 254 | 24 | 238 | 1, 673 | 41 | 391 |
| October..... | 5, 200 | 14, 436 | 2, 034 | 360 | 867 | 72 | 1, 230 | 34 | 279 | 352 | 232 | 1, 743 | 32 | 456 |
| November..... | 5, 277 | 14, 577 | 2, 051 | 364 | 874 | 73 | 1, 213 | 36 | 283 | 439 | 262 | 1, 771 | 27 | 614 |
| December..... | 5, 362 | 14, 807 | 2, 066 | 370 | 891 | 73 | 1, 239 | 45 | 246 | 449 | 326 | 1, 826 | 22 | 712 |
| 1941 | | | | | | | | | | | | | | |
| January..... | 5, 445 | 15, 064 | 2, 075 | 376 | 909 | 73 | 1, 257 | 59 | 258 | 442 | 419 | 1, 858 | 15 | 721 |
| February..... | 5, 458 | 15, 060 | 2, 082 | 383 | 924 | 73 | 1, 230 | 58 | 274 | 459 | 482 | 1, 850 | 13 | 797 |
| March..... | 5, 360 | 14, 667 | 2, 107 | 387 | 935 | 73 | 1, 210 | 68 | 244 | 471 | 459 | 1, 718 | 11 | 782 |
| April..... | 5, 153 | 13, 896 | 2, 127 | 391 | 942 | 74 | 1, 153 | 54 | 228 | 478 | 419 | 1, 575 | 11 | 776 |
| May..... | 4, 913 | 13, 048 | 2, 148 | 393 | 944 | 74 | 1, 038 | 36 | 223 | 462 | 391 | 1, 453 | 10 | 723 |
| June..... | 4, 991 | 12, 375 | 2, 167 | 391 | 942 | 74 | 934 | 40 | 195 | 356 | 384 | 1, 376 | 9 | 718 |
| July..... | 4, 147 | 10, 821 | 2, 181 | 388 | 935 | 74 | 875 | 14 | 175 | 2 | 318 | 1, 025 | 7 | 758 |
| August..... | * 4, 047 | * 10, 420 | 2, 194 | 386 | 931 | 74 | 859 | * 19 | 171 | (16) | 315 | 1, 015 | * 6 | * 779 |

¹ Partly estimated and subject to revision. For January 1933–July 1940, see the Bulletin, February 1941, pp. 68–70. For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

² Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects.

³ Data from the FSA.

⁴ Data from the CCC.

⁵ Data from the NYA.

⁶ Data from the WPA.

⁷ Data from the Bureau of Labor Statistics.

⁸ Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics.

⁹ Preliminary.

¹⁰ Less than 500 persons.

Food stamp plan.—Data on the food stamp plan administered by the U. S. Department of Agriculture are presented in table 8.

Total payments for the special types of public assistance increased slightly from July.—In August 1941, payments for old-age assistance, aid to dependent children, and aid to the blind in the continental United States, Alaska, and Hawaii totaled \$60.3 million, an increase of 0.6 percent from the previous month and of 13.9 percent from August 1940. Old-age assistance payments were 0.8 percent greater than in July and 14.8 percent greater than in August 1940. Payments for aid to dependent children increased less than 0.1 percent from the previous month, but increased 12.5 percent over August 1940. Aid to the blind payments were 0.9 percent greater than in July and 4.6 percent greater than in August 1940. Of total payments to recipients, more than 98 percent—\$59.2 million—was expended in States with plans approved by the Social Security Board. The re-

Table 8.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, August 1940 and February–August 1941¹

| Year and month | Number of areas included ² | Number of participants ³ | | Value of surplus-food stamps issued |
|---------------------|---------------------------------------|-------------------------------------|-----------|-------------------------------------|
| | | Cases | Persons | |
| August 1940 | 124 | 661,494 | 1,916,500 | \$4,501,000 |
| February 1941 | 265 | 986,363 | 3,108,600 | 7,201,683 |
| March | 288 | 1,152,990 | 3,703,100 | 8,934,051 |
| April | 307 | 1,226,768 | 3,830,900 | 9,547,251 |
| May | 346 | 1,230,000 | 3,968,900 | 9,902,603 |
| June | 363 | 1,213,111 | 3,925,000 | 9,950,959 |
| July | 374 | 1,184,490 | 3,821,600 | 9,998,088 |
| August ⁴ | 388 | 1,152,897 | 3,707,800 | 9,784,487 |

¹ Data do not include persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

² An area represents a city, county, or group of counties.

³ Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

⁴ Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

Chart 6.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–August 1941

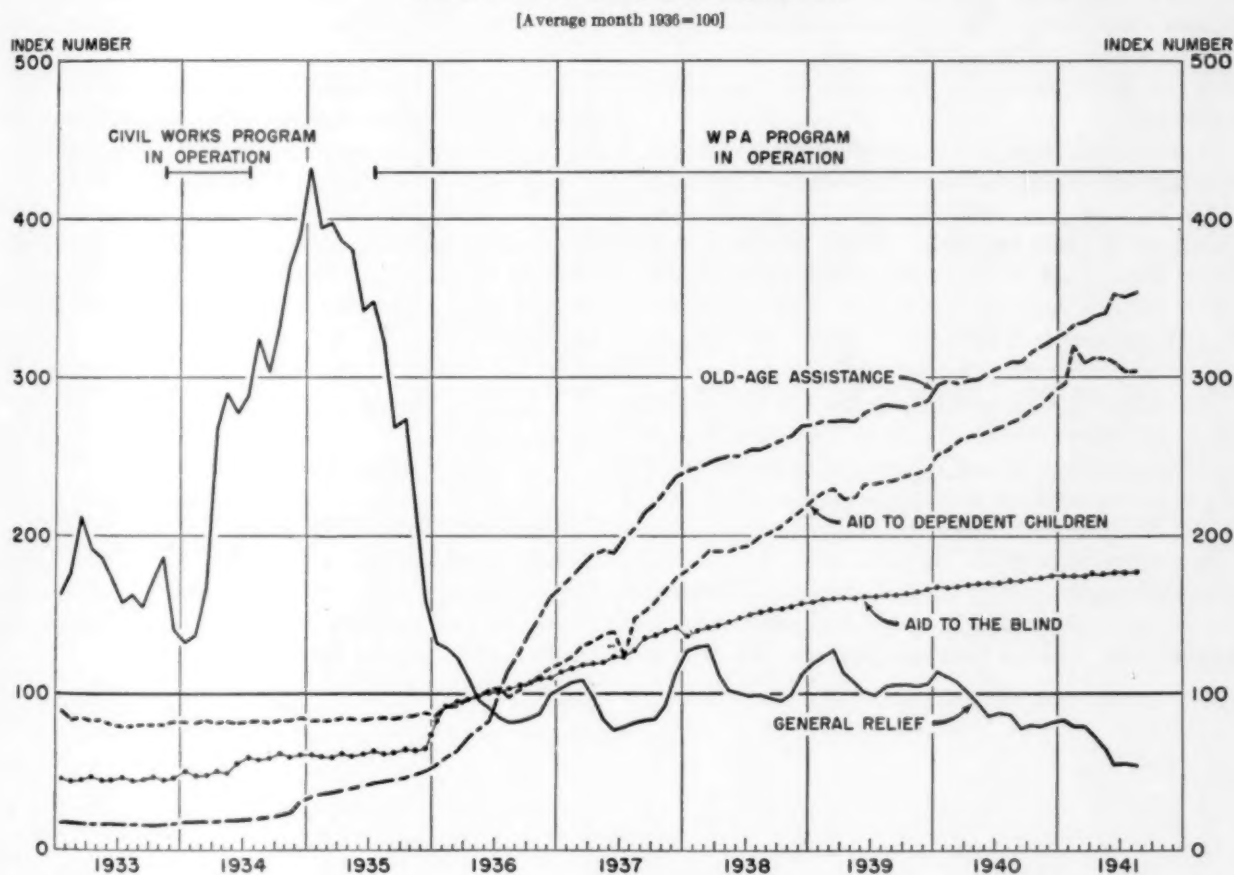


Table 9.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board in the continental United States, by month, August 1940–August 1941¹

| Year and month | Number of recipients | | | | Amount of payments to recipients | | | |
|----------------|----------------------|---------------------------|----------|------------------|----------------------------------|--------------------|---------------------------|------------------|
| | Old-age assistance | Aid to dependent children | | Aid to the blind | Total | Old-age assistance | Aid to dependent children | Aid to the blind |
| | | Families | Children | | | | | |
| 1940 | | | | | | | | |
| August..... | 2,001,358 | 338,506 | 816,714 | 48,025 | \$51,950,138 | \$39,943,196 | \$10,880,017 | \$1,126,925 |
| September..... | 2,016,261 | 342,179 | 825,113 | 48,233 | 52,143,882 | 40,034,084 | 10,985,638 | 1,124,160 |
| October..... | 2,034,024 | 345,350 | 832,302 | 48,479 | 53,210,497 | 40,864,365 | 11,210,560 | 1,135,572 |
| November..... | 2,051,006 | 350,929 | 844,453 | 48,768 | 53,857,406 | 41,306,151 | 11,406,554 | 1,144,701 |
| December..... | 2,066,410 | 357,215 | 861,236 | 48,948 | 54,678,404 | 41,858,109 | 11,671,091 | 1,149,204 |
| 1941 | | | | | | | | |
| January..... | 2,074,988 | 363,183 | 878,812 | 49,043 | 55,655,147 | 42,522,552 | 11,981,434 | 1,151,161 |
| February..... | 2,081,507 | 369,812 | 894,603 | 49,179 | 57,041,579 | 43,000,824 | 12,884,833 | 1,155,922 |
| March..... | 2,107,498 | 374,354 | 905,747 | 49,299 | 57,068,694 | 43,457,921 | 12,450,080 | 1,160,666 |
| April..... | 2,127,092 | 378,405 | 912,742 | 49,477 | 57,595,126 | 43,880,272 | 12,550,015 | 1,164,839 |
| May..... | 2,147,975 | 379,580 | 914,542 | 49,631 | 57,824,853 | 44,114,757 | 12,536,069 | 1,174,027 |
| June..... | 2,166,911 | 378,381 | 912,833 | 49,749 | 58,347,294 | 45,681,341 | 12,487,602 | 1,178,351 |
| July..... | 2,181,082 | 374,946 | 905,699 | 49,806 | 58,748,549 | 45,324,969 | 12,254,147 | 1,169,433 |
| August..... | 2,194,196 | 373,270 | 901,902 | 50,133 | 59,119,338 | 45,679,512 | 12,256,712 | 1,183,114 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

maining \$1.1 million represented payments in States administering plans under State laws without Federal participation.

Old-age assistance, which is administered under approved plans in all 51 jurisdictions, amounted to \$45.7 million in August and was paid to 2.2 million recipients. The 0.8-percent increase from July in the amount of payments was accompanied by a rise of 0.6 percent in the number of recipients (table 10).

In 44 States with plans approved by the Social Security Board, aid to dependent children totaling \$12.3 million was paid to 374,000 families in behalf of 906,000 children. Total payments for aid to dependent children decreased less than 0.1 percent from the previous month, and the numbers of families and children were less by 0.5 and 0.4 percent, respectively (table 11).

In 43 States with approved plans for aid to the blind, increases from July of 0.7 percent in the number of recipients and 1.2 percent in the amount of payments resulted in payments of \$1.2 million to 50,200 recipients (table 12).

In comparison with August 1940, for States with plans approved by the Social Security Board, the number of recipients of old-age assistance in August 1941 was 9.6 percent greater. The num-

bers of families and children receiving aid to dependent children increased 10.2 percent and 10.4 percent, respectively, and the number receiving aid to the blind rose 4.5 percent. Payments were greater than in August of the previous year by 14.8 percent for old-age assistance, 13.0 percent for aid to dependent children, and 5.7 percent for aid to the blind.

Decrease in general relief retarded in August.—Payments for general relief from State and local funds to 859,000 cases amounted to \$19.6 million in August, a decrease of 1.1 percent from July and 38.1 percent from August 1940 (table 13). For 41 States reporting comparable data, the total number of cases and the amount of payments in August were 2.1 and 1.1 percent less, respectively, than in July.

Statistics for Urban Areas

Beginning with this issue of the Bulletin, monthly publication of statistics for urban areas is discontinued. A summary for the 6-month period July–December 1941 will be published in the Bulletin early in 1942.

Table 10.—Old-age assistance: Recipients and payments to recipients, by State, August 1941¹

| State | Number of recipients | Amount of payments to recipients | Average payment per recipient | Percentage change from— | | | |
|---|----------------------|----------------------------------|-------------------------------|-------------------------|--------------------|----------------------|--------------------|
| | | | | July 1941 in— | | August 1940 in— | |
| | | | | Number of recipients | Amount of payments | Number of recipients | Amount of payments |
| Total for continental United States. | 2,194,196 | \$45,679,512 | \$20.82 | +0.6 | +0.8 | +9.6 | +14.8 |
| Total for 51 States with plans approved by the Social Security Board. | 2,197,603 | 45,748,595 | 20.82 | +0.6 | +0.8 | +9.6 | +14.8 |
| Alabama | 20,259 | 185,004 | 9.13 | +4 | +8 | +1.0 | -1.1 |
| Alaska | 1,569 | 45,711 | 29.13 | -2 | -8 | +6.1 | +10.0 |
| Arizona | 8,973 | 300,495 | 33.49 | +7 | +3.3 | +8.8 | +20.5 |
| Arkansas | 25,842 | 197,498 | 7.64 | -4 | -6 | +14.2 | +20.9 |
| California | 157,723 | 5,747,670 | 36.44 | +5 | +1.5 | +8.6 | +4.4 |
| Colorado | 42,608 | 1,356,718 | 31.84 | (²) | -11.1 | +3.0 | +5 |
| Connecticut | 17,695 | 614,388 | 29.23 | -1 | +2.1 | +2.5 | +7.9 |
| Delaware | 2,480 | 29,127 | 11.74 | -2 | +8 | -4.7 | -1.5 |
| District of Columbia | 3,509 | 90,544 | 25.80 | +4 | +4 | +3.8 | +5.7 |
| Florida | 37,948 | 499,118 | 13.15 | +5 | +6 | +4.8 | +13.3 |
| Georgia | 52,421 | 439,645 | 8.39 | +3 | +6 | +65.2 | +72.1 |
| Hawaii | 1,838 | 23,372 | 12.72 | -2 | -8 | +2.7 | +8 |
| Idaho | 9,518 | 216,419 | 22.74 | +1.0 | +9 | +5.9 | +8.7 |
| Illinois | 148,128 | 3,494,185 | 23.59 | +6 | +1.5 | +6.8 | +18.6 |
| Indiana | 68,134 | 1,265,539 | 18.57 | +6 | +8 | +2.5 | +6.3 |
| Iowa | 57,087 | 1,196,559 | 20.96 | +1 | +2 | +2.8 | +4.6 |
| Kansas | 29,443 | 591,561 | 20.09 | +9 | +4.2 | (³) | +16.8 |
| Kentucky | 58,770 | 526,129 | 8.95 | +8 | +1.0 | +15.6 | +17.4 |
| Louisiana | 35,636 | 470,001 | 13.19 | -4 | -6 | +11.1 | +23.1 |
| Maine | 13,561 | 283,396 | 20.90 | +3.7 | +3.7 | +1 | +6 |
| Maryland | 17,715 | 318,342 | 17.97 | -7 | -4 | -3.5 | -1.2 |
| Massachusetts | 87,212 | 2,520,930 | 28.91 | +2 | +2 | +1.8 | +3.3 |
| Michigan | 91,373 | 1,589,738 | 17.40 | +1.1 | +1.9 | +23.1 | +29.0 |
| Minnesota | 63,321 | 1,361,735 | 21.51 | +1 | +4 | +8 | +3.0 |
| Mississippi | 26,854 | 236,432 | 8.80 | +2 | +4 | +19.8 | +24.9 |
| Missouri | 115,732 | 1,477,080 | 12.76 | +1.3 | +1.7 | +17.2 | -5.6 |
| Montana | 12,517 | 257,970 | 20.61 | +4 | +9 | +2.5 | +16.9 |
| Nebraska | 29,204 | 502,985 | 17.22 | +3 | +8 | +4.1 | +7.9 |
| Nevada | 2,304 | 63,460 | 27.54 | -3 | +1.8 | +5 | +4.3 |
| New Hampshire | 7,069 | 154,967 | 21.92 | +7 | +1.1 | +18.0 | +22.9 |
| New Jersey | 31,018 | 667,260 | 21.51 | -3 | +2 | -3 | +4.6 |
| New Mexico | 4,796 | 80,515 | 16.79 | +1 | -1.4 | +1.9 | +11.4 |
| New York | 121,842 | 3,066,380 | 25.17 | -1 | +1.3 | +2.1 | +9.2 |
| North Carolina | 38,270 | 388,440 | 10.15 | +6 | +4 | +5.8 | +6.5 |
| North Dakota | 9,408 | 166,822 | 17.74 | +4 | +1.2 | +7.1 | +13.9 |
| Ohio | 138,447 | 3,245,432 | 23.44 | +1 | +3 | +8.6 | +11.3 |
| Oklahoma | 77,065 | 1,388,188 | 18.01 | +3 | +3 | +4.9 | +6.5 |
| Oregon | 21,416 | 463,510 | 21.64 | +8 | +1.3 | +14.2 | +15.6 |
| Pennsylvania | 103,109 | 2,319,021 | 22.49 | -2 | +7 | +4.1 | +7.4 |
| Rhode Island | 7,110 | 147,190 | 20.70 | +1.0 | +1.8 | +2.8 | +7.8 |
| South Carolina | 18,115 | 150,755 | 8.32 | +1.1 | +4.9 | -3.4 | -1.8 |
| South Dakota | 14,946 | 282,082 | 18.87 | -1 | -1.2 | +9 | -3.0 |
| Tennessee | 39,950 | 406,494 | 10.18 | -3 | -1 | -7 | +2 |
| Texas | 147,815 | 2,750,625 | 18.61 | +3.0 | +3.4 | +24.9 | +114.0 |
| Utah | 14,503 | 388,353 | 26.78 | +9 | +1.2 | +7.4 | +28.1 |
| Vermont | 5,745 | 97,646 | 17.00 | -2 | +2 | +7.6 | +13.8 |
| Virginia | 20,185 | 203,178 | 10.07 | (³) | +3 | +8.5 | +11.2 |
| Washington | 59,681 | 1,950,361 | 32.68 | | | | |
| West Virginia | 20,086 | 309,635 | 15.42 | +3.1 | +5.5 | +10.6 | +22.4 |
| Wisconsin | 54,202 | 1,235,277 | 22.79 | +2 | +4 | +4.1 | +6.4 |
| Wyoming | 3,533 | 84,743 | 23.99 | +4 | +7 | +2.5 | +3.6 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52.² Includes \$114,164 incurred for payments to 3,577 persons 60 but under 65 years.³ Increase of less than 0.05 percent.⁴ Comparable data not available.⁵ Preliminary. Percentage change not computed, because data are incomplete for August 1941.

Table 11.—Aid to dependent children: Recipients and payments to recipients, by State, August 1941¹

| State | Number of recipients | | Amount of payments to recipients | Average payment per family | Percentage change from— | | | | | |
|---|----------------------|--------------------|----------------------------------|----------------------------|-------------------------|----------|--------------------|----------------------|------------------|--------------------|
| | Families | Children | | | July 1941 in— | | | August 1940 in— | | |
| | | | | | Number of recipients | | Amount of payments | Number of recipients | | Amount of payments |
| | | | | | Families | Children | | Families | Children | |
| Total for continental United States..... | 386,130 | 931,272 | \$12,573,854 | \$32.56 | -0.4 | -0.4 | (²) | +9.5 | +9.6 | +12.8 |
| Total for 44 States with plans approved by the Social Security Board..... | 374,407 | 905,548 | 12,297,550 | 32.85 | - .5 | - .4 | (²) | +10.2 | +10.4 | +13.0 |
| Alabama..... | 5,819 | 16,781 | 81,525 | 14.01 | - .2 | - .3 | +1.6 | - .9 | -1.7 | - .8 |
| Alaska..... | ⁴ 90 | ⁴ 210 | ⁴ 5,200 | | | | | | | |
| Arizona..... | 2,471 | 6,640 | 81,441 | 32.96 | + .5 | +2.3 | + .6 | -3.0 | -7.4 | -1.2 |
| Arkansas..... | 6,423 | 16,492 | 86,175 | 13.42 | - .4 | - .6 | - .8 | +16.9 | +16.9 | +37.0 |
| California..... | 15,508 | 36,998 | 743,419 | 47.94 | -1.4 | -1.6 | -1.5 | - .5 | -2.2 | +4.0 |
| Colorado..... | 6,284 | 15,438 | 189,596 | 30.17 | + .1 | + .2 | - .3 | +3.1 | +4.4 | +4.4 |
| Connecticut..... | ¹ 227 | ² 793 | ² 4,076 | 44.22 | -2.5 | -2.1 | -2.2 | -12.5 | -11.8 | -16.0 |
| Delaware..... | 596 | 1,689 | 20,083 | 33.70 | - .8 | - .1 | -1.5 | +11.2 | +15.7 | +14.3 |
| District of Columbia..... | 1,019 | 3,016 | 38,092 | 37.38 | +1.5 | +2.1 | +2.2 | +7.8 | +7.1 | +7.7 |
| Florida..... | 4,302 | 10,752 | 97,639 | 22.70 | +4.1 | +3.7 | +5.0 | +15.6 | +7.5 | +14.6 |
| Georgia..... | 4,660 | 11,497 | 101,879 | 21.86 | - .8 | -1.1 | - .9 | +17.9 | +13.4 | +24.3 |
| Hawaii..... | 1,137 | 3,646 | 40,838 | 35.92 | -4.9 | -5.3 | -6.3 | - .3 | -3.1 | - .1 |
| Idaho..... | 3,090 | 7,802 | 94,015 | 30.43 | + .9 | + .8 | +1.2 | +5.8 | +8.0 | +10.7 |
| Illinois..... | ² 692 | ² 1,057 | ² 177,024 | ² 23.32 | +1.5 | +2.2 | +2.0 | +5.1 | +1.9 | +4.1 |
| Indiana..... | 16,041 | 33,248 | 473,515 | 29.52 | - .9 | - .8 | - .6 | -7.7 | -7.0 | -3.6 |
| Iowa..... | 3,425 | 7,665 | 66,155 | 19.22 | -2.0 | -1.9 | -1.5 | +14.2 | +9.5 | +6.7 |
| Kansas..... | 6,534 | 15,538 | 192,640 | 29.48 | (²) | + .6 | +1.7 | (²) | (²) | +6.8 |
| Kentucky..... | ⁴ 490 | ⁴ 1,350 | ⁴ 16,500 | | | | | | | |
| Louisiana..... | 15,325 | 38,917 | 405,520 | 26.46 | - .7 | -1.4 | -1.3 | +15.0 | +4.5 | +28.1 |
| Maine..... | 1,658 | 4,334 | 65,644 | 39.59 | +3.6 | +5.2 | +3.3 | +6.4 | +9.4 | +9.0 |
| Maryland..... | 6,201 | 16,991 | 191,017 | 30.80 | -2.2 | -1.8 | -2.3 | -13.3 | -11.6 | -14.2 |
| Massachusetts..... | 12,441 | 30,584 | 692,963 | 55.70 | -1.2 | -1.1 | -1.1 | +1.3 | - .5 | -2.1 |
| Michigan..... | 21,362 | 50,462 | 869,894 | 40.72 | - .4 | - .5 | (²) | +10.2 | +6.7 | +16.2 |
| Minnesota..... | 9,287 | 22,014 | 316,564 | 34.09 | - .3 | - .6 | - .4 | +3.9 | +2.8 | +3.3 |
| Mississippi..... | 1,911 | 5,022 | 39,576 | 20.71 | +19.4 | +17.4 | +18.4 | (²) | (²) | (²) |
| Missouri..... | 14,206 | 32,830 | 324,814 | 22.86 | +1.1 | +1.1 | +1.1 | +25.2 | +20.3 | +19.2 |
| Montana..... | 2,625 | 6,454 | 77,873 | 20.67 | +3.4 | +3.7 | +3.1 | +10.2 | +11.5 | +16.9 |
| Nebraska..... | 5,771 | 12,935 | 158,963 | 27.55 | - .5 | - .4 | - .6 | +4.7 | +5.4 | +5.6 |
| Nevada..... | ¹ 115 | ² 275 | ² 727 | ² 27.71 | +1.8 | +2.6 | +1.5 | +8.5 | +6.2 | +4.2 |
| New Hampshire..... | 654 | 1,628 | 28,554 | 43.66 | +5.0 | +6.1 | +6.3 | -1.1 | -2.7 | -3.2 |
| New Jersey..... | 9,839 | 22,332 | 311,068 | 31.62 | -1.9 | -1.6 | -1.7 | -13.0 | -12.1 | -11.4 |
| New Mexico..... | 2,023 | 5,723 | 52,472 | 25.94 | + .8 | + .4 | - .1 | +2.8 | + .2 | +4.5 |
| New York..... | 32,317 | 63,425 | 1,491,547 | 46.15 | -1.0 | - .7 | - .9 | -9.4 | -9.8 | -7.2 |
| North Carolina..... | 9,832 | 23,416 | 164,991 | 16.78 | - .1 | - .1 | - .3 | +4.0 | + .1 | +5.1 |
| North Dakota..... | 2,462 | 6,819 | 76,558 | 31.10 | - .4 | - .9 | - .7 | +3.1 | +3.1 | +3.3 |
| Ohio..... | 11,781 | 31,559 | 464,852 | 39.46 | - .1 | - .2 | (²) | +13.4 | +8.8 | +14.7 |
| Oklahoma..... | 19,906 | 45,728 | 337,991 | 16.98 | + .9 | +1.0 | +6.0 | +5.1 | +5.3 | +22.7 |
| Oregon..... | 2,074 | 4,877 | 86,108 | 41.52 | + .5 | + .1 | +2.0 | +5.2 | +4.3 | +9.8 |
| Pennsylvania..... | 60,506 | 151,349 | 2,252,402 | 37.23 | -2.4 | -2.3 | - .6 | +50.4 | +60.4 | +54.8 |
| Rhode Island..... | 1,288 | 3,660 | 58,794 | 45.65 | - .6 | - .2 | (²) | +2.7 | +4.0 | +3.1 |
| South Carolina..... | 3,818 | 11,195 | 67,827 | 17.77 | + .3 | + .1 | -1.8 | +29.0 | +26.3 | +38.5 |
| South Dakota..... | 1,637 | 3,813 | 44,938 | 27.45 | +2.3 | +1.8 | +2.5 | (²) | (²) | (²) |
| Tennessee..... | 14,239 | 35,557 | 265,280 | 18.63 | - .4 | - .7 | - .3 | + .2 | -1.1 | +1.5 |
| Texas..... | ⁴ 65 | ⁴ 290 | ⁴ 680 | | | | | | | |
| Utah..... | 4,048 | 10,583 | 171,301 | 42.32 | + .4 | + .6 | +1.1 | +14.8 | +19.0 | +33.9 |
| Vermont..... | 674 | 1,825 | 21,974 | 32.60 | +2.9 | +1.8 | +2.3 | +14.2 | +8.5 | +14.1 |
| Virginia..... | 4,564 | 13,425 | 91,310 | 20.01 | +1.3 | +1.3 | +1.3 | +32.4 | +26.8 | +29.2 |
| Washington..... | 5,281 | 12,622 | 198,071 | 37.51 | - .1 | + .1 | +2.4 | +6.7 | +7.4 | +26.9 |
| West Virginia..... | 9,783 | 26,022 | 252,692 | 25.83 | +3.2 | +3.1 | +7.3 | +20.9 | +17.2 | +35.9 |
| Wisconsin..... | 12,236 | 27,909 | 449,608 | 36.74 | - .8 | - .6 | - .6 | -1.4 | -1.6 | - .6 |
| Wyoming..... | 774 | 2,001 | 25,527 | 32.98 | - .4 | +1.1 | + .6 | +6.0 | +9.6 | +8.7 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

² Increase of less than 0.05 percent.

³ Decrease of less than 0.05 percent.

⁴ Estimated.

⁵ Includes aid to dependent children administered under State law without Federal participation.

⁶ Comparable data not available.

⁷ No approved plan for August 1940.

⁸ In addition, in 69 counties payments amounting to \$12,709 were made from local funds without State or Federal participation to 726 families in behalf of 1,676 children under the State mothers'-pension law; some of these families also received aid under State plan approved by the Social Security Board.

Table 12.—Aid to the blind: Recipients and payments to recipients, by State, August 1941¹

| State | Number of recipients | Amount of payments to recipients | Average payment per recipient | Percentage change from— | | | |
|--|----------------------|----------------------------------|-------------------------------|-------------------------|--------------------|----------------------|--------------------|
| | | | | July 1941 in— | | August 1940 in— | |
| | | | | Number of recipients | Amount of payments | Number of recipients | Amount of payments |
| Total for continental United States | 74,366 | \$1,905,446 | \$25.62 | +0.5 | +0.9 | +3.5 | +4.6 |
| Total for 43 States with plans approved by the Social Security Board | 50,208 | 1,184,254 | 23.59 | +7 | +1.2 | +4.5 | +5.7 |
| Alabama | 623 | 5,676 | 9.11 | +5 | +1.7 | +2.8 | +6.4 |
| Arizona | 404 | 12,418 | 30.74 | +7 | +3.2 | +10.1 | +22.3 |
| Arkansas | 1,159 | 10,455 | 9.02 | +6 | +5 | +20.5 | +31.7 |
| California | 7,281 | 339,338 | 46.61 | +2 | +6 | +5 | -2.6 |
| Colorado | 608 | 19,540 | 32.14 | +2 | +1.2 | -2.6 | +14.2 |
| Connecticut ² | 230 | 6,635 | 28.85 | +10.6 | +15.1 | +12.2 | +16.4 |
| District of Columbia | 237 | 7,260 | 30.63 | +2.2 | +2.3 | +3.7 | +29.3 |
| Florida ³ | 2,594 | 36,258 | 13.98 | +9 | +1.1 | +7.7 | +17.3 |
| Georgia | 1,621 | 17,697 | 10.92 | +1.3 | +1.3 | +39.3 | +48.7 |
| Hawaii | 75 | 1,140 | 15.20 | (⁴) | (⁴) | (⁴) | (⁴) |
| Idaho | 282 | 6,379 | 22.62 | -4 | +2 | +1.1 | +2.3 |
| Illinois | 7,977 | 224,498 | 28.14 | -1.0 | +1.1 | -2.1 | +2.9 |
| Indiana | 2,350 | 49,223 | 20.95 | -3 | (⁴) | -2.2 | +4 |
| Iowa | 1,539 | 37,040 | 24.07 | +1 | (⁴) | +4.7 | +0.3 |
| Kansas | 1,394 | 29,744 | 21.34 | +9 | +3.3 | (⁴) | +16.4 |
| Louisiana | 1,246 | 20,997 | 16.85 | -2 | -7 | +16.4 | +31.1 |
| Maine | 1,083 | 24,558 | 22.68 | +8 | +8 | -9.6 | -9.9 |
| Maryland | 657 | 14,267 | 21.72 | -8 | -4 | -3.7 | -1.5 |
| Massachusetts | 1,187 | 28,193 | 23.75 | +1.0 | +8 | +4 | +2.5 |
| Michigan | 1,289 | 31,060 | 24.10 | +3.0 | +3.6 | +36.0 | +52.7 |
| Minnesota | 984 | 26,448 | 26.88 | -2 | -3 | +5.4 | +6.1 |
| Mississippi | 1,120 | 10,064 | 8.99 | +3.4 | +6.5 | +37.6 | +54.1 |
| Missouri | 5,180 | 82,800 | 15.80 | +2.2 | +1.6 | +31.3 | +41.0 |
| Montana | 281 | 6,292 | 22.39 | +1.1 | +1.5 | +5.2 | +11.3 |
| Nebraska ⁵ | 732 | 15,399 | 21.04 | (⁴) | (⁴) | (⁴) | (⁴) |
| Nevada | 23 | 798 | 34.70 | (⁴) | (⁴) | (⁴) | (⁴) |
| New Hampshire | 329 | 7,613 | 23.14 | (⁴) | +3 | +4.8 | +5.6 |
| New Jersey | 742 | 17,825 | 24.02 | +5 | +1.3 | +2.6 | +5.4 |
| New Mexico | 218 | 3,978 | 18.25 | -5 | -9 | -7.2 | -4.1 |
| New York | 2,867 | 75,878 | 26.47 | +1.0 | +2.6 | -3 | +7.8 |
| North Carolina | 2,049 | 30,721 | 14.99 | +2.7 | +3.2 | +8.6 | +8.4 |
| North Dakota | 136 | 2,871 | 21.11 | +7 | +2 | -34.6 | -36.6 |
| Ohio | 3,985 | 80,095 | 20.10 | (⁴) | +3 | +4 | +3.3 |
| Oklahoma | 2,167 | 37,968 | 17.52 | +5 | +3.8 | -3.2 | -9.3 |
| Oregon | 475 | 12,194 | 25.67 | +1.9 | +3.9 | +7.2 | +9.5 |
| Pennsylvania | 13,813 | 414,532 | 30.00 | +7 | +1 | +6.5 | +4.4 |
| Rhode Island | 85 | 1,739 | 20.46 | (⁴) | (⁴) | (⁴) | (⁴) |
| South Carolina | 801 | 8,067 | 10.07 | -2 | -3 | +1.8 | -5.6 |
| South Dakota | 264 | 4,337 | 16.43 | -6.4 | -7.6 | +9.5 | +2.6 |
| Tennessee | 1,638 | 18,409 | 11.24 | -2 | (⁴) | +1.5 | +3.0 |
| Utah | 180 | 4,772 | 26.51 | (⁴) | -3 | -8.2 | -4.9 |
| Vermont | 161 | 3,509 | 21.80 | +1.9 | +1.9 | +5.9 | +7.6 |
| Virginia | 1,057 | 13,357 | 12.64 | +1.1 | +1.7 | +2.9 | +3.4 |
| Washington | 1,061 | 37,030 | 34.90 | +4 | +5 | +1.6 | +16.1 |
| West Virginia | 897 | 17,249 | 19.23 | +2.7 | +5.3 | +10.1 | +20.2 |
| Wisconsin | 1,977 | 46,737 | 23.64 | -1 | +1 | -2.1 | -4 |
| Wyoming | 143 | 3,815 | 26.68 | -7 | -7 | -2.1 | -4.3 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation. Delaware, Texas, and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.

² Includes aid to the blind administered under State law without Federal participation.

³ Not computed; base less than 100.

⁴ Increase of less than 0.05 percent.

⁵ Comparable data not available.

⁶ Estimated.

⁷ No change.

⁸ Decrease of less than 0.05 percent.

Table 13.—General relief: Cases and payments to cases in the continental United States, by State, August 1941¹

| State | Number of cases receiving relief | Amount of payments to cases | Average payment per case | Percentage change from— | | |
|--|----------------------------------|-----------------------------|--------------------------|-------------------------|--------------------|-----------------------------------|
| | | | | July 1941 in— | | August 1940 in amount of payments |
| | | | | Number of cases | Amount of payments | |
| Total for continental United States ² | 859,000 | \$19,632,000 | | | | |
| Total for 41 States ³ | 781,808 | 18,523,406 | \$23.69 | -2.1 | -1.1 | ⁴ -34.1 |
| Alabama | 2,352 | 21,113 | 8.98 | -1.6 | -6 | -10.3 |
| Arizona | 2,854 | 50,604 | 17.73 | +3 | +4.3 | -2.2 |
| Arkansas | 3,267 | 15,002 | 4.59 | -2.9 | -1.9 | -41.8 |
| California | 42,328 | 1,032,081 | 24.38 | -7.2 | -6.0 | -62.9 |
| Colorado ⁵ | 8,541 | 132,294 | 15.49 | -2 | +4.0 | -26.3 |
| Connecticut | 7,693 | 206,707 | 26.87 | +5.8 | +8.7 | -51.2 |
| Delaware | 808 | 15,915 | 19.70 | -1.0 | +2.8 | -22.8 |
| District of Columbia | 2,223 | 54,529 | 24.53 | +7.1 | +8.5 | +25.7 |
| Florida | 8,467 | 60,959 | 7.20 | -7 | +1.1 | -7.7 |
| Georgia | 5,841 | 38,538 | 6.60 | -1.9 | -1.5 | -9.7 |
| Idaho | 1,411 | 19,075 | 13.52 | +3.0 | +1.4 | -40.5 |
| Illinois | 111,195 | 2,411,504 | 21.69 | +2.1 | +2.2 | -36.7 |
| Indiana ⁶ | 23,710 | 306,816 | 12.94 | +1.8 | -6.4 | -46.4 |
| Iowa | 17,711 | 262,938 | 14.85 | -2.2 | -1.1 | -30.6 |
| Kansas | 11,723 | 180,317 | 15.38 | +4.5 | +6.5 | -24.6 |
| Kentucky | ⁷ 4,700 | ⁸ 44,000 | | | | |
| Louisiana | 12,100 | 194,179 | 16.05 | -1.3 | -1.5 | +38.1 |
| Maine | 5,886 | 121,760 | 20.69 | -7.7 | -6.2 | -31.5 |
| Maryland | 7,079 | 146,911 | 20.75 | -3 | +1.1 | -17.2 |
| Massachusetts | 36,820 | 890,152 | 24.18 | -1.2 | -2.1 | (⁹) |
| Michigan | 30,665 | 643,398 | 20.98 | +1.5 | -1.2 | -40.8 |
| Minnesota | 21,441 | 432,169 | 20.16 | -1 | -2.7 | -33.9 |
| Mississippi | 700 | 2,456 | 3.51 | -5.0 | -4 | -31.1 |
| Missouri | 16,253 | 203,377 | 12.53 | -10.6 | -10.3 | -29.9 |
| Montana | 2,630 | 38,139 | 14.50 | -9.2 | -10.0 | -24.7 |
| Nebraska | 5,452 | 59,558 | 10.86 | +4.8 | +8.5 | -38.5 |
| Nevada | 474 | 6,767 | 14.28 | +11.0 | +1.2 | -7.6 |
| New Hampshire | ¹⁰ 3,980 | ¹¹ 85,336 | | | | |
| New Jersey ¹² | 24,893 | 550,575 | 22.12 | -1.5 | -4 | -47.1 |
| New Mexico ¹³ | 1,609 | 10,171 | 6.32 | -7.2 | -15.0 | -14.9 |
| New York | ¹⁴ 192,550 | 7,266,896 | 37.74 | -1.4 | +1.0 | -8.4 |
| North Carolina | 4,135 | 28,086 | 6.79 | -1.1 | -4.4 | (⁹) |
| North Dakota | 1,898 | 26,488 | 13.96 | -13.7 | -12.1 | -25.4 |
| Ohio | 45,353 | 783,421 | 17.27 | +1.9 | +5.0 | -44.9 |
| Oklahoma | ¹⁵ 9,777 | 37,280 | (¹⁶) | (¹⁶) | +52.6 | -30.9 |
| Oregon | 5,753 | 100,325 | 17.44 | -5.0 | -3.1 | -17.8 |
| Pennsylvania | 106,227 | 2,175,261 | 20.48 | -7.7 | -8.8 | -57.7 |
| Rhode Island ¹⁷ | 3,117 | 99,093 | 31.79 | -5.3 | -15.2 | -68.4 |
| South Carolina | 2,360 | 19,602 | 8.31 | +2.6 | +3.7 | -5 |
| South Dakota | 2,593 | 33,808 | 13.04 | -11.1 | -13.5 | -15.0 |
| Tennessee | ¹⁸ 2,700 | ¹⁹ 15,000 | | | | |
| Texas | 8,967 | 80,591 | 8.99 | -2.1 | -1.6 | -23.9 |
| Utah | 4,804 | 129,065 | 26.87 | -1 | -5 | +13.1 |
| Vermont | 1,395 | 24,371 | 17.47 | -2.9 | -2.9 | -25.9 |
| Virginia | 5,139 | 51,255 | 9.97 | -1.5 | +6 | -9.2 |
| Washington | 7,879 | 129,235 | 16.40 | -8.2 | -5.1 | -19.3 |
| West Virginia | 11,852 | 118,908 | 10.03 | +3 | +6.4 | +25.4 |
| Wisconsin | 21,112 | 424,756 | 20.12 | -3.3 | -7.2 | -44.8 |
| Wyoming | 799 | 13,019 | 16.29 | +1 | +1.5 | -21.2 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52.² Partly estimated. Does not represent sum of State figures because totals are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.³ Excludes Kentucky, Tennessee, and New Hampshire, for which figures are estimated; Colorado, Indiana, New Jersey, and Rhode Island, for which data include medical care, hospitalization, and/or burial; and Oklahoma (see footnote 10).⁴ Comparison for 39 States. In addition to States mentioned in footnote 3, Massachusetts and North Carolina are also excluded, because comparable data are not available.⁵ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.⁶ Estimated.⁷ Comparable data not available.⁸ State program only; excludes program administered by local officials.⁹ Includes cases receiving medical care only; number believed by State agency to be insignificant.¹⁰ Represents 3,500 cases aided under program administered by State board of public welfare, and 6,277 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.¹¹ State unemployment relief program only. Includes unknown number of cases receiving medical care and/or hospitalization only, and total payments for these services. It is estimated that, in addition, 2,100 cases received \$36,000 from local officials.

Statistics by States, July 1941

Total expenditures less than in June in all States.—In July, total payments to recipients of public assistance and earnings under the several Federal work programs were less than in June in

49 States (table 14). Decreases occurred in earnings of persons employed on WPA projects in 48 States. Subsistence payments by the FSA decreased in 46 States, and earnings of CCC en-

Table 14.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, July 1941¹

[In thousands]

| State | Total | Assistance to recipients | | | | | Earnings of persons employed under Federal work programs | | | | | Earnings on regular Federal construction projects |
|---------------------------|-----------|------------------------------------|---------------------------|------------------|----------------|--|--|-------------------------------|----------------------------|------------------------------|---|---|
| | | Special types of public assistance | | | General relief | Subsistence payments certified by the Farm Security Administration | Civilian Conservation Corps | National Youth Administration | | Work Projects Administration | Other Federal agency projects financed from emergency funds | |
| | | Old-age assistance | Aid to dependent children | Aid to the blind | | | | Student work program | Out-of-school work program | | | |
| Total..... | \$166,928 | \$45,325 | \$12,570 | \$1,889 | \$19,842 | \$326 | \$11,093 | \$12 | \$7,126 | \$67,225 | \$920 | \$119,282 |
| Alabama..... | 2,578 | 184 | 80 | 6 | 21 | 1 | 562 | | 245 | 1,478 | 2 | 2,030 |
| Arizona..... | 933 | 291 | 81 | 12 | 49 | 19 | 127 | | 20 | 332 | 3 | 222 |
| Arkansas..... | 2,119 | 199 | 87 | 10 | 15 | 7 | 621 | | 77 | 1,103 | | 259 |
| California..... | 11,812 | 5,662 | 754 | 337 | 1,098 | 67 | 247 | | 277 | 3,344 | 26 | 11,276 |
| Colorado..... | 2,827 | 1,525 | 190 | 19 | 127 | 11 | 107 | | 77 | 751 | 19 | 1,720 |
| Connecticut..... | 1,262 | 504 | 55 | 6 | 190 | | 20 | | 75 | 410 | 1 | 2,030 |
| Delaware..... | 181 | 29 | 20 | | 15 | (²) | 7 | | 13 | 96 | | 298 |
| District of Columbia..... | 616 | 90 | 37 | 7 | 50 | | 26 | | 37 | 341 | 27 | 2,026 |
| Florida..... | 2,379 | 496 | 93 | 36 | 60 | (²) | 224 | (²) | 84 | 1,359 | 27 | 1,764 |
| Georgia..... | 2,429 | 437 | 103 | 17 | 39 | 1 | 469 | | 185 | 1,167 | 9 | 1,274 |
| Idaho..... | 789 | 215 | 93 | 6 | 19 | 2 | 33 | | 31 | 387 | 3 | 160 |
| Illinois..... | 11,990 | 3,442 | 174 | 228 | 2,360 | | 375 | | 458 | 4,844 | 115 | 5,327 |
| Indiana..... | 4,107 | 1,255 | 476 | 49 | 1,328 | | 142 | | 242 | 1,611 | 3 | 9,733 |
| Iowa..... | 2,734 | 1,194 | 67 | 37 | 266 | | 94 | | 107 | 969 | | 894 |
| Kansas..... | 2,100 | 567 | 189 | 29 | 169 | 6 | 111 | | 102 | 925 | 2 | 610 |
| Kentucky..... | 2,639 | 521 | 116 | | 44 | 3 | 575 | | 141 | 1,340 | | 1,347 |
| Louisiana..... | 2,860 | 473 | 411 | 21 | 197 | 6 | 371 | | 161 | 1,220 | | 1,830 |
| Maine..... | 912 | 273 | 64 | 24 | 130 | 4 | 44 | | 77 | 294 | 2 | 1,224 |
| Maryland..... | 1,250 | 320 | 195 | 14 | 145 | 2 | 56 | | 89 | 421 | 7 | 2,829 |
| Massachusetts..... | 7,236 | 2,516 | 701 | 28 | 909 | (²) | 157 | | 179 | 2,745 | 2 | 5,408 |
| Michigan..... | 6,180 | 1,561 | 870 | 30 | 651 | 16 | 253 | (²) | 273 | 2,526 | 1 | 1,030 |
| Minnesota..... | 4,308 | 1,357 | 318 | 27 | 444 | 10 | 255 | | 128 | 1,768 | | 610 |
| Mississippi..... | 1,912 | 236 | 33 | 9 | 2 | 5 | 448 | | 139 | 1,038 | 1 | 1,008 |
| Missouri..... | 5,318 | 1,452 | 321 | 83 | 227 | (²) | 476 | | 261 | 2,493 | 5 | 3,466 |
| Montana..... | 948 | 256 | 76 | 6 | 42 | 7 | 68 | (²) | 38 | 446 | 9 | 300 |
| Nebraska..... | 1,955 | 499 | 160 | 15 | 55 | 8 | 92 | | 80 | 1,008 | 38 | 600 |
| Nevada..... | 156 | 62 | 9 | 1 | 7 | 2 | 11 | | 8 | 63 | (²) | 265 |
| New Hampshire..... | 536 | 133 | 27 | 8 | 93 | 1 | 14 | | 12 | 226 | 2 | 1,311 |
| New Jersey..... | 3,984 | 666 | 316 | 18 | 553 | (²) | 127 | 7 | 221 | 2,075 | 1 | 6,727 |
| New Mexico..... | 926 | 82 | 53 | 4 | 112 | 4 | 187 | | 19 | 530 | 36 | 714 |
| New York..... | 19,423 | 3,028 | 1,505 | 74 | 7,192 | 1 | 454 | 3 | 693 | 6,367 | 105 | 5,415 |
| North Carolina..... | 2,585 | 387 | 166 | 30 | 29 | 5 | 443 | | 158 | 1,365 | 3 | 1,184 |
| North Dakota..... | 790 | 165 | 77 | 3 | 30 | 3 | 110 | | 25 | 376 | (²) | 193 |
| Ohio..... | 9,018 | 3,237 | 465 | 80 | 746 | (²) | 356 | | 480 | 3,582 | 72 | 5,514 |
| Oklahoma..... | 3,766 | 1,384 | 319 | 37 | 24 | 26 | 496 | | 137 | 1,338 | 5 | 548 |
| Oregon..... | 1,363 | 457 | 84 | 12 | 103 | 6 | 47 | | 41 | 608 | 4 | 1,383 |
| Pennsylvania..... | 13,478 | 2,302 | 2,265 | 414 | 2,384 | 4 | 675 | | 547 | 4,873 | 14 | 6,129 |
| Rhode Island..... | 690 | 145 | 59 | 2 | 117 | (²) | 13 | (²) | 37 | 317 | (²) | 3,399 |
| South Carolina..... | 2,168 | 144 | 69 | 8 | 19 | 1 | 246 | | 64 | 1,309 | 319 | 2,127 |
| South Dakota..... | 879 | 285 | 44 | 8 | 39 | 7 | 106 | | 34 | 359 | (²) | 178 |
| Tennessee..... | 2,486 | 407 | 266 | 18 | 15 | 2 | 507 | (²) | 154 | 1,116 | 1 | 3,927 |
| Texas..... | 7,368 | 2,661 | 1 | | 82 | 55 | 933 | | 394 | 3,231 | 11 | 4,507 |
| Utah..... | 1,302 | 384 | 109 | 5 | 130 | 21 | 31 | (²) | 19 | 508 | 35 | 406 |
| Vermont..... | 304 | 97 | 21 | 3 | 25 | (²) | 9 | | 22 | 126 | | 71 |
| Virginia..... | 1,438 | 203 | 90 | 13 | 51 | 2 | 328 | 1 | 78 | 672 | (²) | 8,129 |
| Washington..... | 3,394 | 1,916 | 193 | 37 | 136 | 2 | 90 | | 103 | 914 | 3 | 4,456 |
| West Virginia..... | 2,326 | 294 | 236 | 16 | 112 | 2 | 323 | | 133 | 1,209 | 2 | 1,216 |
| Wisconsin..... | 4,073 | 1,231 | 452 | 47 | 458 | 7 | 206 | | 146 | 1,525 | 1 | 471 |
| Wyoming..... | 287 | 84 | 25 | 4 | 13 | 1 | 22 | | 15 | 119 | 3 | 237 |

¹ See footnotes to table 6. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

² Partly estimated; does not represent total of State figures, because total payments for medical care, hospitalization, and burial are excluded.

³ Total includes data for 3 States in which amount of cash grant payments canceled during month exceeded amount of cash grant payments issued, by \$70 in Florida, \$29 in Missouri, and \$39 in Ohio.

⁴ Includes total payments for medical care, hospitalization, and/or burial.

⁵ Less than \$500.

⁶ Estimated.

⁷ State program only; excludes program administered by local officials.

⁸ State unemployment relief program only; includes total payments for medical care and hospitalization. It is estimated that, in addition, \$37,000 was expended by local officials.

rollees declined in 43 States. Obligations incurred for general relief were less in 37 States, and earnings of employees on other Federal agency projects financed from emergency funds decreased in 27 States. Earnings under the student work program of the NYA were smaller in all States, and

under the out-of-school work program in 37 States.

Increases in obligations incurred for payments to recipients of old-age assistance were reported by 34 States and to recipients of aid to the blind by 26 States. Payments for aid to dependent children, however, decreased in 32 States.

Table 15.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, July 1941¹

| State | Recipients of assistance | | | | | Persons employed under Federal work programs | | | | | | | Persons employed on regular Federal construction projects |
|---------------------------|------------------------------------|---------------------------|----------|------------------|--------------------------------|---|-----------------------------|-------------------------------|----------------------------|------------------------------|---|---------|---|
| | Special types of public assistance | | | | Cases receiving general relief | Cases for which subsistence payments were certified by the Farm Security Administration | Civilian Conservation Corps | National Youth Administration | | Work Projects Administration | Other Federal agency projects financed from emergency funds | | |
| | Old-age assistance | Aid to dependent children | | Aid to the blind | | | | Student Work program | Out-of-school work program | | | | |
| | | Families | Children | | | | | | | | | | |
| Total..... | 2,181,082 | 387,785 | 934,873 | 74,017 | 1,875,000 | 14,114 | 174,547 | 2,309 | 317,919 | 1,025,062 | 7,418 | 758,079 | |
| Alabama..... | 20,170 | 5,832 | 16,832 | 620 | 2,390 | 50 | 8,357 | | 9,788 | 23,889 | 34 | 22,148 | |
| Arizona..... | 8,010 | 2,459 | 6,492 | 401 | 2,845 | 978 | 2,017 | | 1,094 | 4,149 | 34 | 1,943 | |
| Arkansas..... | 25,935 | 6,451 | 16,592 | 1,152 | 3,363 | 265 | 9,246 | | 5,219 | 22,267 | | 3,314 | |
| California..... | 156,943 | 15,725 | 37,591 | 7,268 | 45,605 | 4,122 | 3,673 | | 10,220 | 43,155 | 163 | 64,037 | |
| Colorado..... | 42,600 | 6,276 | 15,414 | 607 | 8,561 | 441 | 1,601 | | 2,928 | 12,128 | 119 | 8,533 | |
| Connecticut..... | 17,614 | 1,855 | 2,858 | 208 | 7,273 | | 297 | | 3,131 | 4,431 | 55 | 11,803 | |
| Delaware..... | 2,484 | 601 | 1,691 | | 816 | | 108 | | 538 | 1,374 | | 2,669 | |
| District of Columbia..... | 3,496 | 1,004 | 2,953 | 212 | 2,075 | | 389 | | 1,893 | 4,737 | 232 | 14,160 | |
| Florida..... | 37,774 | 4,134 | 10,373 | 2,571 | 8,528 | | 3,331 | 87 | 4,594 | 19,783 | 247 | 13,762 | |
| Georgia..... | 52,240 | 4,696 | 11,622 | 1,600 | 5,957 | 20 | 6,983 | | 7,296 | 22,350 | 123 | 12,254 | |
| Idaho..... | 9,426 | 3,061 | 7,743 | 283 | 1,370 | 403 | 501 | | 1,244 | 5,283 | 30 | 1,358 | |
| Illinois..... | 147,280 | 7,480 | 16,681 | 7,354 | 108,872 | | 5,579 | | 21,733 | 69,952 | 874 | 26,690 | |
| Indiana..... | 67,725 | 16,190 | 33,527 | 2,358 | 23,282 | | 2,110 | | 8,260 | 24,177 | 31 | 43,768 | |
| Iowa..... | 57,050 | 9,495 | 7,815 | 1,537 | 18,102 | | 1,394 | | 5,358 | 14,887 | | 6,464 | |
| Kansas..... | 29,169 | 6,533 | 15,451 | 1,382 | 11,222 | 176 | 1,651 | | 5,412 | 14,953 | 14 | 8,346 | |
| Kentucky..... | 58,325 | 470 | 1,339 | | 5,200 | 48 | 8,550 | | 5,927 | 25,390 | | 11,184 | |
| Louisiana..... | 35,775 | 15,427 | 39,475 | 1,248 | 12,262 | 193 | 5,526 | | 6,102 | 21,445 | | 15,661 | |
| Maine..... | 13,075 | 1,601 | 4,118 | 1,074 | 6,380 | 138 | 648 | | 2,597 | 3,948 | 14 | 8,550 | |
| Maryland..... | 17,836 | 6,341 | 17,305 | 662 | 7,099 | 40 | 834 | | 4,114 | 5,020 | 78 | 18,737 | |
| Massachusetts..... | 87,047 | 12,586 | 30,925 | 1,175 | 37,266 | 6 | 2,333 | | 9,959 | 36,017 | 61 | 27,994 | |
| Michigan..... | 90,382 | 21,448 | 50,693 | 1,251 | 30,226 | 371 | 3,764 | 23 | 11,691 | 33,845 | 11 | 6,915 | |
| Minnesota..... | 63,230 | 9,317 | 22,136 | 966 | 21,465 | 259 | 3,831 | | 5,419 | 27,477 | | 5,133 | |
| Mississippi..... | 26,788 | 1,600 | 4,276 | 1,083 | 737 | 209 | 6,671 | | 6,800 | 20,669 | 19 | 12,262 | |
| Missouri..... | 114,211 | 14,058 | 32,485 | 1,180 | 18,159 | (2) | 7,082 | | 11,894 | 36,957 | 54 | 20,020 | |
| Montana..... | 12,473 | 2,538 | 6,226 | 275 | 2,895 | 206 | 1,079 | 2 | 954 | 8,858 | 78 | 2,103 | |
| Nebraska..... | 29,103 | 5,800 | 12,990 | 724 | 5,233 | 479 | 1,369 | | 3,249 | 14,904 | 303 | 4,533 | |
| Nevada..... | 2,311 | 113 | 268 | 22 | 427 | 20 | 177 | | 369 | 1,080 | 1 | 1,849 | |
| New Hampshire..... | 7,023 | 623 | 1,534 | 329 | 4,156 | 15 | 205 | | 742 | 3,758 | 15 | 7,078 | |
| New Jersey..... | 31,099 | 10,026 | 22,689 | 738 | 25,264 | 8 | 1,887 | 1,528 | 9,457 | 28,586 | 29 | 40,544 | |
| New Mexico..... | 4,789 | 2,006 | 5,703 | 219 | 1,733 | 151 | 2,805 | | 1,093 | 7,637 | 237 | 6,210 | |
| New York..... | 121,934 | 32,650 | 63,899 | 2,840 | 195,256 | 47 | 6,758 | 425 | 28,056 | 79,747 | 676 | 33,990 | |
| North Carolina..... | 38,030 | 9,837 | 23,440 | 1,995 | 4,180 | 82 | 6,596 | | 9,206 | 27,077 | 59 | 9,918 | |
| North Dakota..... | 9,369 | 2,472 | 6,884 | 135 | 2,199 | 126 | 1,677 | | 1,624 | 6,190 | 2 | 1,721 | |
| Ohio..... | 138,369 | 11,796 | 31,628 | 3,966 | 44,514 | (2) | 5,303 | | 24,735 | 54,145 | 441 | 28,748 | |
| Oklahoma..... | 76,826 | 19,732 | 45,274 | 2,157 | 9,326 | 960 | 7,440 | | 6,491 | 27,798 | 54 | 5,159 | |
| Oregon..... | 21,248 | 2,064 | 4,872 | 466 | 6,055 | 959 | 716 | | 2,278 | 6,904 | 83 | 9,244 | |
| Pennsylvania..... | 103,256 | 61,989 | 154,977 | 13,715 | 115,140 | 149 | 10,051 | | 19,365 | 69,097 | 173 | 39,000 | |
| Rhode Island..... | 7,037 | 1,296 | 3,667 | 83 | 3,292 | 2 | 189 | 4 | 1,173 | 4,041 | 16 | 20,535 | |
| South Carolina..... | 17,915 | 3,808 | 11,183 | 803 | 2,300 | 22 | 3,654 | | 2,385 | 20,132 | 2,545 | 16,638 | |
| South Dakota..... | 14,967 | 1,600 | 3,747 | 282 | 2,917 | 377 | 1,654 | | 735 | 6,655 | 1 | 1,720 | |
| Tennessee..... | 40,067 | 14,300 | 35,797 | 1,641 | 2,700 | 51 | 7,540 | 15 | 9,009 | 23,910 | 11 | 28,089 | |
| Texas..... | 143,509 | 86 | 230 | | 9,163 | 1,937 | 13,890 | | 19,721 | 59,230 | 130 | 37,289 | |
| Utah..... | 14,368 | 4,031 | 10,519 | 180 | 4,808 | 282 | 473 | 5 | 639 | 6,781 | 289 | 3,146 | |
| Vermont..... | 5,758 | 655 | 1,792 | 158 | 1,437 | 4 | 127 | | 722 | 2,271 | | 722 | |
| Virginia..... | 20,183 | 4,505 | 13,254 | 1,045 | 5,217 | 40 | 4,885 | 220 | 6,478 | 12,690 | 3 | 56,676 | |
| Washington..... | 58,863 | 5,288 | 12,614 | 1,057 | 8,580 | 232 | 1,357 | | 4,468 | 11,719 | 38 | 25,913 | |
| West Virginia..... | 19,483 | 9,481 | 25,247 | 873 | 11,815 | 41 | 4,808 | | 5,664 | 21,591 | 31 | 6,480 | |
| Wisconsin..... | 54,099 | 12,332 | 28,089 | 1,978 | 21,839 | 155 | 3,091 | | 5,361 | 23,138 | 13 | 3,889 | |
| Wyoming..... | 3,518 | 777 | 1,980 | 144 | 798 | 50 | 338 | | 624 | 1,840 | 27 | 2,057 | |

¹ See footnotes to table 7. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

² Partly estimated; does not represent total of State figures, because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only.

³ Total includes data for 2 States in which number of cash grant payments canceled during month exceeded number of cash grant payments issued, by 1 in Missouri and 2 in Ohio.

⁴ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

⁵ Estimated.

⁶ State program only; excludes program administered by local officials.

⁷ Includes cases receiving medical care only; number believed by State agency to be insignificant.

⁸ Represents 4,561 cases aided under program administered by State board of public welfare, and 4,765 cases aided by county commissioners; amount of duplication believed to be large.

⁹ State unemployment relief program only; includes unknown number of cases receiving medical care and/or hospitalization only. It is estimated that, in addition, 2,200 cases were aided by local officials.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • RESEARCH AND STATISTICS DIVISION

Operations of the Employment Security Program

Placement Activities

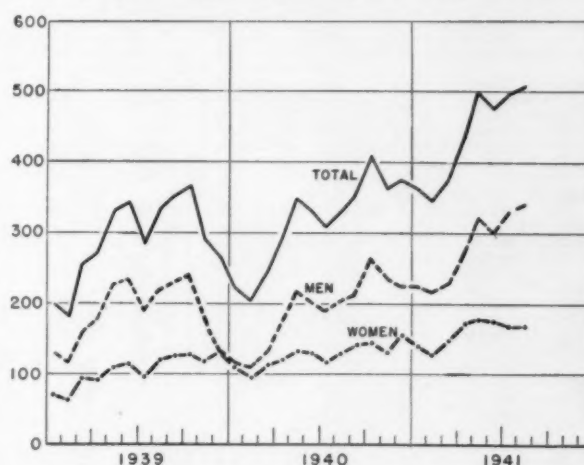
Jobs filled by State employment services during August exceeded the half-million mark for the second time this year (table 1). The 509,600 placements during the month were the most made in any month since the initiation of the national defense program as well as the highest August volume in the history of the United States Employment Service.

The active file as of the end of the month fell by 283,000 from July to 4.7 million, 10 percent below the level of August 1940; during the first half of 1941 the active file had ranged narrowly around 5.1 million. In 34 States fewer job seekers were registered for work than a year ago; in 8 of the 34—Connecticut, Hawaii, Maryland, Michigan, Nevada, Rhode Island, Vermont, and Washington—the reductions ranged from 42 to 71 percent. A heavy volume of defense contracts has stimulated employment greatly in 6 of these 8 States, and from Nevada and Vermont large numbers of workers have migrated to nearby defense centers in such States as California and Connecticut. At the other extreme, the 200-percent increase in Arkansas is due to the large number of registrations filed in anticipation of employment on defense projects, particularly at Camp Chaffee near Fort Smith and at ordnance plants in Jacksonville and Marche. Other large gains were reported by Florida, Indiana, Louisiana, and Texas. Except for Indiana and Texas, which have no validity period for their active files, the gains are mainly attributable to completion of defense construction projects. The increase in Illinois, although of smaller magnitude than in the other States, is of greater significance because it indicates, to some extent, the first effects of lay-offs arising out of a shortage of basic raw materials. Part of the increase in Indiana may also be due to priorities unemployment. The number of applications for jobs received in August—1.5 million—declined from the previous month but was 14 percent higher than in August 1940.

A total of 3.5 million placements have been made by public employment offices since the

beginning of the year, and an estimated 2.4 million different individuals have filled these jobs; in the comparable 1940 period 2.3 million placements were obtained for 1.5 million different individuals. Placements in Florida, Massachusetts, North Carolina, Rhode Island, South Carolina, and

Chart 1.—Placements of men and women by public employment offices, January 1939–August 1941



Virginia—two to three times higher than in the first 8 months of 1940—reflected greater employment opportunities arising out of industrial and military projects, mainly construction, in these areas. Only four States—Arizona, Colorado, Oklahoma, and Washington—filled fewer jobs than a year ago. The drop in Washington is attributable to the recent large-scale strike in the logging industry, the effects of which are still being felt at some sawmills where there is a shortage of logs. In the other States placements of agricultural, forestry, and fishery workers were far below the levels of last year.

Despite the high August volume of placements for the country as a whole, only 22 States shared in the 2.1-percent increase over July. Of the 10 leading industrial States, only California, New York, and Ohio filled more jobs than in July. Increased demand for harvest hands and placements on construction projects, particularly in

the Southeast and Gulf area, as well as the expanding defense program, probably accounted for the gains throughout most of the country.

Compared with August 1940, placements increased in all jurisdictions except Colorado and Hawaii. Exceptional gains were reported in

Table 1.—Placement activities of public employment offices for all registrants, by State, August 1941

[Corrected to Sept. 22, 1941]

| Social Security Board region and State | Complete placements | | | | | | | | Sup- plemen- tary place- ments | Total applications received | | Active file | | | | |
|---|---------------------|----------------------------|----------------|------------------------------|---------------------|---|-----------|--------------------------|--|--------------------------------|---|----------------------------------|----------------------------|--------------------------|--------|---------------------------------|
| | August 1941 | | | | January-August 1941 | | | | | Number | Per- centage change from July 1941 | Number as of Aug. 31, 1941 | Percentage change from— | | | |
| | Num- ber | Percentage change from— | | Regular (over 1 month) | Total | | Regular | | | | | | Number | Per- cent of total | Number | Per- centage change from— |
| | | July 1941 | August 1940 | | Number | Percent- age change from January- August 1940 | Number | Per- cent of total | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| Total..... | 509,587 | +2.1 | +54.1 | 334,315 | 3,506,541 | +53.8 | 2,235,457 | 63.8 | 161,727 | 1,445,836 | -9.5 | 4,699,020 | -5.7 | -10.0 | | |
| Region I: | | | | | | | | | | | | | | | | |
| Connecticut..... | 8,276 | -15.8 | +53.2 | 5,981 | 68,506 | +75.3 | 49,927 | 72.9 | 5 | 19,860 | -24.2 | 40,495 | -10.3 | -45.0 | | |
| Maine..... | 4,441 | -10.2 | +62.4 | 3,085 | 29,090 | +92.2 | 22,633 | 77.8 | 11 | 8,428 | -7.7 | 21,530 | -11.0 | -18.8 | | |
| Massachusetts..... | 9,115 | -13.4 | +92.4 | 7,721 | 69,102 | +132.7 | 57,061 | 82.6 | 28 | 56,714 | +12.6 | 122,304 | +1 | -31.5 | | |
| New Hampshire..... | 2,777 | -2.7 | +13.3 | 2,287 | 17,022 | +8.4 | 13,270 | 78.0 | 57 | 4,914 | -6.3 | 10,371 | -13.0 | -38.5 | | |
| Rhode Island..... | 1,914 | -13.1 | +142.0 | 1,676 | 16,602 | +193.1 | 13,828 | 83.3 | 0 | 6,628 | -23.2 | 28,136 | -20.5 | -42.0 | | |
| Vermont..... | 1,231 | -6.7 | +30.8 | 837 | 8,841 | +25.6 | 5,358 | 60.6 | 10 | 2,068 | -19.2 | 6,317 | -16.4 | -46.0 | | |
| Region II: | | | | | | | | | | | | | | | | |
| New York..... | 49,938 | +2.5 | +55.8 | 30,701 | 349,253 | +76.6 | 200,244 | 57.3 | 2,110 | 142,805 | -22.0 | 447,809 | -14.5 | -19.8 | | |
| Region III: | | | | | | | | | | | | | | | | |
| Delaware..... | 1,545 | +8.2 | +34.0 | 800 | 11,610 | +33.5 | 5,855 | 50.4 | 114 | 2,820 | +4 | 7,317 | -3.9 | -16.7 | | |
| New Jersey..... | 15,774 | -6.5 | +81.1 | 10,156 | 122,010 | +71.8 | 77,179 | 63.2 | 29 | 40,966 | -15.3 | 169,329 | -11.6 | -32.0 | | |
| Pennsylvania..... | 19,694 | -9.7 | +54.1 | 15,108 | 150,665 | +56.0 | 110,697 | 73.5 | 1,181 | 94,218 | -6.6 | 288,839 | -8.6 | -23.9 | | |
| Region IV: | | | | | | | | | | | | | | | | |
| Dist. of Col..... | 4,991 | -5 | +19.1 | 2,364 | 41,612 | +41.3 | 19,341 | 46.5 | 4 | 10,696 | -18.1 | 21,746 | -9.4 | -21.9 | | |
| Maryland..... | 7,556 | +10.3 | +78.1 | 5,105 | 48,911 | +66.5 | 32,466 | 66.4 | 972 | 25,488 | +7.2 | 31,369 | -22.5 | -49.4 | | |
| North Carolina..... | 14,311 | +32.1 | +119.1 | 11,453 | 132,219 | +178.0 | 111,085 | 84.0 | 4,065 | 36,428 | -2.8 | 97,641 | -3.4 | +2.7 | | |
| Virginia..... | 13,003 | -6.3 | +91.0 | 10,368 | 88,948 | +121.9 | 69,323 | 77.9 | 301 | 23,809 | +5.6 | 61,639 | -6.2 | +10.7 | | |
| West Virginia..... | 4,020 | -12.8 | +44.2 | 2,637 | 29,757 | +44.8 | 19,118 | 64.2 | 135 | 13,844 | -17.0 | 61,600 | +9 | -13.3 | | |
| Region V: | | | | | | | | | | | | | | | | |
| Kentucky..... | 5,094 | +9.9 | +113.8 | 4,097 | 31,179 | +52.6 | 21,080 | 67.6 | 119 | 17,995 | -3.3 | 87,176 | -1.3 | -4.0 | | |
| Michigan..... | 13,724 | -13.6 | +12.4 | 9,339 | 110,313 | +34.1 | 73,854 | 66.9 | 923 | 49,388 | -18.1 | 125,289 | -9.1 | -43.4 | | |
| Ohio..... | 25,634 | +2.6 | +70.1 | 16,278 | 186,836 | +66.4 | 107,491 | 57.5 | 460 | 64,936 | -11.2 | 236,102 | -9.2 | -37.2 | | |
| Region VI: | | | | | | | | | | | | | | | | |
| Illinois..... | 20,813 | -6.0 | +55.8 | 11,907 | 168,616 | +64.0 | 102,499 | 60.8 | 1,321 | 95,115 | -3.4 | 201,372 | +2.6 | +15.5 | | |
| Indiana..... | 12,671 | -2.0 | +66.0 | 8,827 | 96,681 | +70.3 | 66,929 | 67.1 | 2,418 | 35,386 | -17.6 | 222,258 | -3.0 | +63.5 | | |
| Wisconsin..... | 11,434 | (¹) | +47.5 | 6,836 | 76,203 | +47.5 | 46,153 | 60.6 | 498 | 25,736 | -22.2 | 79,634 | -12.1 | -19.2 | | |
| Region VII: | | | | | | | | | | | | | | | | |
| Alabama..... | 6,110 | +11.3 | +48.8 | 5,058 | 43,434 | +23.2 | 29,236 | 67.3 | 557 | 25,968 | -26.6 | 102,270 | -6.4 | -2.0 | | |
| Florida..... | 5,405 | +2.8 | +52.3 | 4,200 | 46,778 | +100.0 | 35,965 | 76.9 | 181 | 16,984 | -19.1 | 118,412 | -2.3 | +78.5 | | |
| Georgia..... | 13,341 | +30.3 | +14.8 | 9,860 | 76,021 | +16.6 | 49,552 | 65.2 | 292 | 31,307 | +5.9 | 99,809 | -12.4 | -38.2 | | |
| Mississippi..... | 10,857 | +14.3 | +189.4 | 10,317 | 42,253 | +40.1 | 36,504 | 86.4 | 294 | 25,259 | -26.8 | 78,446 | -7.1 | +19.7 | | |
| South Carolina..... | 9,469 | +21.9 | +308.1 | 8,192 | 60,285 | +173.7 | 50,936 | 84.5 | 371 | 17,878 | +3.7 | 54,361 | +1.9 | +3.0 | | |
| Tennessee..... | 6,955 | -3.4 | +28.7 | 4,880 | 66,474 | +69.4 | 47,812 | 71.9 | 5,919 | 21,286 | -7.3 | 131,991 | -1.9 | +25.7 | | |
| Region VIII: | | | | | | | | | | | | | | | | |
| Iowa..... | 8,612 | -5.6 | +35.0 | 4,986 | 61,689 | +22.2 | 32,743 | 53.1 | 597 | 22,442 | (¹) | 71,882 | +4.9 | +3.7 | | |
| Minnesota..... | 10,914 | -2.7 | +32.9 | 5,083 | 60,157 | +30.3 | 31,931 | 53.1 | 790 | 32,245 | +2 | 85,526 | -9.6 | -31.7 | | |
| Nebraska..... | 4,405 | -18.5 | +29.2 | 2,445 | 26,528 | +23.2 | 14,782 | 55.7 | 172 | 8,964 | +1.1 | 43,818 | -2.1 | +9 | | |
| North Dakota..... | 12,676 | +112.4 | +15.1 | 2,559 | 31,131 | +22.8 | 13,006 | 41.8 | 307 | 15,438 | +116.0 | 24,346 | -13.5 | -2.4 | | |
| South Dakota..... | 2,967 | +10.8 | +18.2 | 1,336 | 13,841 | +23.8 | 6,892 | 49.8 | 1,102 | 5,462 | +34.9 | 17,435 | -14.8 | -30.3 | | |
| Region IX: | | | | | | | | | | | | | | | | |
| Arkansas..... | 7,660 | +4.0 | +127.2 | 4,676 | 52,170 | +43.7 | 22,654 | 43.4 | 6,251 | 27,851 | -8.5 | 105,320 | +11.9 | +222.9 | | |
| Kansas..... | 6,675 | -24.3 | +47.4 | 3,334 | 55,044 | +79.1 | 27,487 | 49.9 | 405 | 24,875 | +14.0 | 63,435 | +12.5 | +3.4 | | |
| Missouri..... | 14,219 | -5.2 | +64.8 | 10,081 | 113,789 | +89.2 | 82,868 | 72.8 | 1,162 | 56,026 | +2.9 | 207,976 | -1.7 | +16.4 | | |
| Oklahoma..... | 4,786 | -8.3 | +12.8 | 2,430 | 33,509 | -16.7 | 15,873 | 47.4 | 1,653 | 29,845 | -15.7 | 97,176 | +19.8 | +21.3 | | |
| Region X: | | | | | | | | | | | | | | | | |
| Louisiana..... | 7,055 | +16.0 | +140.1 | 5,286 | 48,289 | +81.4 | 36,625 | 75.8 | 710 | 24,492 | -32.9 | 141,925 | +2 | +71.7 | | |
| New Mexico..... | 1,974 | +23.4 | +46.5 | 995 | 12,593 | +31.8 | 8,597 | 68.3 | 1,389 | 3,725 | +8.2 | 25,603 | +5.8 | -24.3 | | |
| Texas..... | 36,608 | -3.4 | +34.3 | 23,134 | 258,977 | +15.3 | 140,693 | 54.3 | 53,675 | 78,386 | -14.3 | 376,171 | -2.5 | +67.9 | | |
| Region XI: | | | | | | | | | | | | | | | | |
| Arizona..... | 2,133 | -6.3 | +24.6 | 1,128 | 20,501 | -2.7 | 11,309 | 55.2 | 1,544 | 4,145 | -11.8 | 16,082 | -13.6 | -18.3 | | |
| Colorado..... | 4,456 | +3 | -47.7 | 2,864 | 33,041 | -15.2 | 17,109 | 51.8 | 6,300 | 11,745 | -15.2 | 47,589 | -1.6 | -14.1 | | |
| Idaho..... | 4,268 | +5.7 | +27.1 | 2,105 | 23,766 | +16.6 | 10,824 | 45.5 | 5,425 | 3,007 | -11.5 | 23,464 | -21.7 | (¹) | | |
| Montana..... | 3,626 | -15.1 | +42.1 | 2,306 | 18,779 | +28.0 | 13,271 | 70.7 | 599 | 6,305 | +21.1 | 11,067 | -3.7 | -37.7 | | |
| Utah..... | 2,959 | -3.4 | +59.8 | 1,640 | 17,483 | +52.6 | 8,470 | 48.4 | 346 | 7,525 | -9.2 | 20,055 | -16.5 | -1.9 | | |
| Wyoming..... | 2,457 | +47.4 | +52.6 | 1,965 | 12,325 | +62.2 | 9,032 | 73.3 | 79 | 3,164 | -9 | 5,249 | -18.6 | -11.9 | | |
| Region XII: | | | | | | | | | | | | | | | | |
| California..... | 43,725 | +19.4 | +61.8 | 26,936 | 262,554 | +64.2 | 151,674 | 57.8 | 13,632 | 116,507 | -3.0 | 304,875 | -7.8 | -30.2 | | |
| Nevada..... | 2,640 | -5.5 | +97.6 | 1,638 | 14,341 | +54.4 | 9,084 | 63.3 | 179 | 3,347 | -10.6 | 3,075 | -10.6 | -44.9 | | |
| Oregon..... | 13,179 | +12.3 | +128.6 | 10,570 | 68,708 | +73.6 | 49,409 | 71.9 | 30,986 | 16,679 | -7.8 | 21,120 | -16.1 | -31.5 | | |
| Washington..... | 9,535 | -10.2 | +60.0 | 5,207 | 59,682 | -10.5 | 33,589 | 56.3 | 12,010 | 23,806 | -11.4 | 28,204 | -12.7 | -71.3 | | |
| Territories: | | | | | | | | | | | | | | | | |
| Alaska..... | 984 | -8.6 | +34.0 | 730 | 7,304 | +55.3 | 5,388 | 73.8 | 27 | 1,342 | -10.9 | 1,023 | 0 | -5.7 | | |
| Hawaii..... | 981 | +4.9 | -2.0 | 811 | 8,119 | +20.0 | 6,751 | 83.2 | 12 | 1,589 | +8.5 | 3,022 | +5.6 | -65.3 | | |

¹ Total excludes Idaho, for which data are not comparable.

² Decrease of less than 0.05 percent.

Arkansas, Kentucky, Louisiana, Mississippi, Nevada, North Carolina, Oregon, Rhode Island, and South Carolina. In these States, placements were from two to four times as great as in the previous year; the gain is almost wholly attributable to large-scale building operations at Army camps,

airports, ordnance plants, housing projects, shipbuilding, and other related activities. In the Southeast and Gulf area, increased placement activity centered about Louisville, Kentucky, Alexandria and New Orleans in Louisiana, New Bern and Wilson in North Carolina, and Charles-

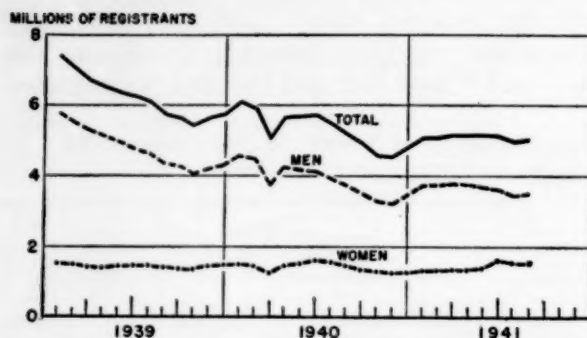
Table 2.—Placement activities of public employment offices for men and women, by State, August 1941

[Corrected to Sept. 22, 1941]

| Social Security Board region and State | Men | | | | | | Women | | | | | |
|--|---------------------|------------------------------------|------------------------|-----------------------------|----------------------------|--------------------------------------|---------------------|------------------------------------|------------------------|-----------------------------|----------------------------|--------------------------------------|
| | Complete placements | | | Total applications received | Active file | | Complete placements | | | Total applications received | Active file | |
| | Number | Percentage change from August 1940 | Regular (over 1 month) | | Number as of Aug. 31, 1941 | Percentage change from Aug. 31, 1940 | Number | Percentage change from August 1940 | Regular (over 1 month) | | Number as of Aug. 31, 1941 | Percentage change from Aug. 31, 1940 |
| Total..... | 340,330 | +68.1 | 232,469 | 1,009,237 | 3,286,989 | +12.6 | 169,257 | +32.0 | 101,846 | 436,599 | 1,412,031 | +3.5 |
| Region I: | | | | | | | | | | | | |
| Connecticut..... | 5,314 | +50.4 | 4,114 | 12,565 | 22,864 | -48.8 | 2,962 | +58.6 | 1,867 | 7,295 | 17,031 | -39.0 |
| Maine..... | 3,021 | +72.1 | 2,082 | 6,020 | 15,118 | -19.6 | 1,420 | +45.0 | 1,003 | 2,408 | 6,412 | -16.8 |
| Massachusetts..... | 5,466 | +102.1 | 4,771 | 36,819 | 72,422 | -34.3 | 3,649 | +79.6 | 2,950 | 19,895 | 49,882 | -26.9 |
| New Hampshire..... | 2,177 | +13.5 | 1,816 | 3,326 | 6,580 | -35.6 | 600 | +12.6 | 471 | 1,588 | 3,791 | -43.0 |
| Rhode Island..... | 1,052 | +211.2 | 963 | 3,642 | 16,121 | -41.0 | 862 | +90.3 | 713 | 2,996 | 12,015 | -43.2 |
| Vermont..... | 838 | +62.7 | 600 | 1,442 | 4,529 | -43.6 | 393 | -7.7 | 237 | 626 | 1,788 | -51.3 |
| Region II: | | | | | | | | | | | | |
| New York..... | 26,048 | +87.2 | 18,553 | 89,282 | 270,457 | -25.2 | 23,890 | +31.7 | 12,148 | 53,523 | 171,352 | -9.3 |
| Region III: | | | | | | | | | | | | |
| Delaware..... | 733 | +44.6 | 590 | 1,842 | 4,385 | -18.6 | 812 | +25.7 | 210 | 978 | 2,932 | -13.8 |
| New Jersey..... | 7,137 | +124.3 | 5,939 | 24,849 | 98,941 | -39.0 | 8,637 | +56.2 | 4,217 | 16,117 | 70,388 | -19.0 |
| Pennsylvania..... | 11,333 | +55.3 | 9,469 | 63,195 | 196,501 | -28.8 | 8,361 | +52.5 | 5,639 | 31,023 | 92,338 | -10.6 |
| Region IV: | | | | | | | | | | | | |
| Dist. of Col..... | 2,123 | +10.3 | 1,123 | 5,959 | 11,325 | -35.2 | 2,868 | +26.6 | 1,241 | 4,737 | 10,421 | +5 |
| Maryland..... | 5,342 | +84.5 | 3,818 | 16,753 | 21,007 | -48.0 | 2,214 | +64.4 | 1,287 | 8,735 | 10,362 | -52.1 |
| North Carolina..... | 9,656 | +165.0 | 7,955 | 24,372 | 64,401 | +5.2 | 4,655 | +61.2 | 3,498 | 12,056 | 33,240 | -1.8 |
| Virginia..... | 9,382 | +150.8 | 7,892 | 16,675 | 36,516 | -2.6 | 3,621 | +18.1 | 2,476 | 7,134 | 25,123 | +38.2 |
| West Virginia..... | 2,355 | +61.4 | 1,870 | 10,283 | 50,121 | -15.2 | 1,665 | +25.4 | 767 | 3,561 | 11,479 | -3.7 |
| Region V: | | | | | | | | | | | | |
| Kentucky..... | 3,904 | +166.1 | 3,353 | 13,430 | 68,428 | -7.6 | 1,190 | +29.9 | 744 | 4,565 | 18,748 | +12.2 |
| Michigan..... | 9,393 | +17.5 | 6,494 | 35,158 | 91,264 | -45.9 | 4,331 | +2.8 | 2,845 | 14,230 | 34,025 | -20.4 |
| Ohio..... | 14,824 | +96.5 | 9,728 | 42,970 | 153,402 | -44.6 | 10,810 | +43.6 | 6,550 | 21,966 | 82,700 | -16.5 |
| Region VI: | | | | | | | | | | | | |
| Illinois..... | 12,387 | +90.8 | 6,437 | 63,323 | 133,974 | +10.6 | 8,426 | +22.6 | 5,470 | 31,792 | 67,398 | +26.6 |
| Indiana..... | 7,414 | +92.2 | 5,089 | 23,905 | 156,441 | +59.4 | 5,257 | +39.2 | 3,738 | 11,481 | 65,817 | +74.1 |
| Wisconsin..... | 6,991 | +60.5 | 4,370 | 17,534 | 56,520 | -24.1 | 4,443 | +30.9 | 2,466 | 8,202 | 23,114 | -4.0 |
| Region VII: | | | | | | | | | | | | |
| Alabama..... | 4,490 | +56.5 | 3,787 | 19,102 | 80,232 | -5.2 | 1,620 | +31.1 | 1,271 | 6,866 | 22,038 | +12.1 |
| Florida..... | 3,960 | +55.0 | 3,323 | 12,172 | 87,833 | +80.5 | 1,415 | +45.3 | 877 | 4,812 | 30,579 | +72.9 |
| Georgia..... | 10,482 | +30.7 | 7,379 | 22,534 | 70,114 | -38.1 | 2,859 | -20.6 | 2,481 | 8,773 | 29,695 | -38.2 |
| Mississippi..... | 9,611 | +247.8 | 9,241 | 19,901 | 62,422 | +20.5 | 1,246 | +26.0 | 1,076 | 5,358 | 16,024 | +16.6 |
| South Carolina..... | 8,053 | +380.2 | 7,050 | 14,118 | 37,873 | -6.5 | 1,416 | +120.2 | 1,142 | 3,660 | 16,488 | +34.2 |
| Tennessee..... | 3,687 | +21.7 | 2,725 | 14,090 | 92,566 | +28.9 | 3,268 | +37.7 | 2,155 | 7,196 | 39,425 | +18.8 |
| Region VIII: | | | | | | | | | | | | |
| Iowa..... | 6,404 | +48.8 | 3,838 | 16,106 | 51,965 | -2.2 | 2,208 | +6.3 | 1,148 | 6,336 | 19,917 | +23.4 |
| Minnesota..... | 7,811 | +39.4 | 3,309 | 24,219 | 64,421 | -31.5 | 3,103 | +18.8 | 1,774 | 8,026 | 21,105 | -32.3 |
| Nebraska..... | 3,601 | +32.6 | 1,976 | 6,911 | 33,264 | -2.9 | 804 | +15.7 | 469 | 2,053 | 10,554 | +15.3 |
| North Dakota..... | 11,755 | +15.6 | 2,124 | 13,538 | 18,649 | -1.8 | 921 | +9.4 | 435 | 1,900 | 5,697 | -4.2 |
| South Dakota..... | 2,484 | +26.2 | 1,082 | 4,341 | 12,787 | -32.4 | 483 | -10.9 | 254 | 1,121 | 4,648 | -24.0 |
| Region IX: | | | | | | | | | | | | |
| Arkansas..... | 5,332 | +163.0 | 3,339 | 23,156 | 86,068 | +245.2 | 2,328 | +73.2 | 1,337 | 4,695 | 19,252 | +150.6 |
| Kansas..... | 4,909 | +52.7 | 2,404 | 19,826 | 49,474 | +3 | 1,766 | +34.6 | 930 | 5,049 | 13,961 | +16.1 |
| Missouri..... | 9,752 | +96.1 | 7,207 | 41,266 | 149,949 | +18.6 | 4,467 | +22.1 | 2,874 | 14,760 | 58,027 | +11.0 |
| Oklahoma..... | 2,609 | +6.8 | 1,337 | 23,426 | 78,309 | +18.9 | 2,177 | +20.9 | 1,093 | 6,419 | 18,867 | +32.2 |
| Region X: | | | | | | | | | | | | |
| Louisiana..... | 3,895 | +193.7 | 3,033 | 16,769 | 115,775 | +75.4 | 3,160 | +96.0 | 2,253 | 7,723 | 26,150 | +57.0 |
| New Mexico..... | 1,552 | +64.8 | 761 | 2,821 | 21,185 | -25.3 | 422 | +4.2 | 234 | 904 | 4,418 | -18.7 |
| Texas..... | 26,003 | +44.6 | 17,394 | 60,945 | 293,323 | +71.0 | 10,605 | +14.3 | 5,740 | 17,441 | 82,848 | +57.9 |
| Region XI: | | | | | | | | | | | | |
| Arizona..... | 1,287 | +12.7 | 761 | 2,929 | 12,269 | -22.2 | 846 | +48.4 | 367 | 1,216 | 3,813 | -2.5 |
| Colorado..... | 3,183 | -49.2 | 2,108 | 8,241 | 33,773 | -19.1 | 1,273 | -43.3 | 756 | 3,504 | 13,816 | +1.4 |
| Idaho..... | 3,336 | +28.8 | 1,581 | 2,102 | 19,634 | (1) | 932 | +21.4 | 524 | 905 | 3,830 | (1) |
| Montana..... | 3,103 | +44.0 | 1,960 | 4,842 | 7,931 | -43.7 | 523 | +32.1 | 346 | 1,463 | 3,166 | -14.8 |
| Utah..... | 2,324 | +90.0 | 1,352 | 5,462 | 15,720 | -5.2 | 635 | +1.0 | 288 | 2,063 | 4,335 | +11.5 |
| Wyoming..... | 2,219 | +55.0 | 1,822 | 2,536 | 3,757 | -18.5 | 238 | +33.7 | 143 | 628 | 1,492 | +10.6 |
| Region XII: | | | | | | | | | | | | |
| California..... | 29,633 | +78.9 | 18,614 | 79,258 | 190,494 | -36.2 | 14,092 | +34.7 | 8,322 | 37,249 | 114,381 | -17.2 |
| Nevada..... | 2,145 | +110.7 | 1,422 | 2,632 | 1,941 | -55.4 | 495 | +55.7 | 216 | 715 | 1,134 | -7.9 |
| Oregon..... | 11,264 | +139.5 | 9,251 | 13,268 | 15,233 | -37.0 | 1,915 | +80.5 | 1,319 | 3,411 | 5,887 | -11.4 |
| Washington..... | 6,854 | +60.1 | 3,846 | 16,864 | 20,034 | -73.6 | 2,681 | +59.6 | 1,361 | 6,942 | 8,170 | -63.5 |
| Territories: | | | | | | | | | | | | |
| Alaska..... | 869 | +32.1 | 678 | 1,183 | 708 | -18.2 | 115 | +51.3 | 52 | 159 | 315 | +43.2 |
| Hawaii..... | 803 | -2.9 | 739 | 1,235 | 1,969 | -72.2 | 178 | +2.3 | 72 | 354 | 1,053 | -35.1 |

¹ Total excludes Idaho, for which data are not comparable.

Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–August 1941



ton and Sumter in South Carolina. Large gains were also reported for Providence and Pawtucket in Rhode Island, Reno and Elko in Nevada, and Portland and Pendleton in Oregon.

In August more than 340,000 jobs were filled by men and more than 169,000 by women (table 2). Placements of men were 68 percent greater than those made in August 1940, while placements of women were 32 percent higher. Since the beginning of 1941, the relative increases over the previous year have varied widely for men but have always been materially greater than for women; the gains for women over the previous year have been approximately the same each month. In absolute numbers there has been an erratic upward movement in the difference between the number of placements of men and women each month. In August 1941 the difference was more than twice as great as in January 1941. Sixty-eight percent of the jobs filled by men and 60 percent of the jobs filled by women were expected to last longer than a month; the proportion for women in both July and August was the largest yet attained this year and may indicate that more women are being hired for regular factory jobs as labor stringencies intensify. Placements of men were less than in August 1940 only in Colorado and Hawaii, and of women in Colorado, Georgia, South Dakota, and Vermont. As in most previous months, placements of women exceeded those of men in Delaware, the District of Columbia, and New Jersey.

The active file of men, numbering 3.3 million at the end of August 1941, was 13 percent lower than a year ago; the 1.4 million women registered were 3.5 percent less. Male job seekers totaled

Table 3.—Agricultural placements, by State, July and January–July 1941
[Corrected to Sept. 9, 1941]

| Social Security Board region and State | July 1941 | | | January–July 1941 | | | |
|---|---------------------|--|----------------------------------|-------------------|---|--|--|
| | All place- ments | | Com- plete place- ments | All placements | | | Per- cent- age of all place- ments in all indus- tries |
| | Num- ber | Per- cent- age change from July 1940 | | Num- ber | Per- cent- age change from Jan- uary- July 1940 | Per- cent- age of all place- ments in all indus- tries | |
| Total..... | 144, 145 | +8.7 | 43, 766 | 100, 379 | +19.9 | 17.6 | |
| Region I: | | | | | | | |
| Connecticut..... | 1, 002 | +208.3 | 1, 002 | 0 | +76.8 | 4.1 | |
| Maine..... | 346 | +107.2 | 346 | 0 | +81.5 | 3.1 | |
| Massachusetts..... | 377 | (1) | 377 | 0 | +178.7 | 1.7 | |
| New Hampshire..... | 91 | +40.0 | 91 | 0 | -1.6 | 2.0 | |
| Rhode Island..... | 23 | (1) | 23 | 0 | (1) | .8 | |
| Vermont..... | 65 | +6.6 | 64 | 1 | -2.5 | 4.6 | |
| Region II: | | | | | | | |
| New York..... | 2, 872 | +96.0 | 1, 692 | 1, 180 | +50.9 | 2.2 | |
| Region III: | | | | | | | |
| Delaware..... | 120 | +57.9 | 47 | 73 | +67.1 | 2.5 | |
| New Jersey..... | 501 | +17.0 | 501 | 0 | +56.4 | 2.1 | |
| Pennsylvania..... | 719 | +301.7 | 649 | 70 | +80.4 | 1.3 | |
| Region IV: | | | | | | | |
| Dist. of Col..... | 7 | (1) | 7 | 0 | +40.5 | .3 | |
| Maryland..... | 3, 000 | (1) | 1, 364 | 1, 636 | +951.6 | 13.4 | |
| North Carolina..... | 6, 547 | +747.0 | 335 | 6, 212 | +418.2 | 15.4 | |
| Virginia..... | 857 | +686.2 | 265 | 592 | +24.5 | 4.3 | |
| West Virginia..... | 143 | +123.4 | 140 | 3 | +91.7 | 1.1 | |
| Region V: | | | | | | | |
| Kentucky..... | 32 | (1) | 31 | 1 | -15.7 | 5.0 | |
| Michigan..... | 1, 803 | +33.2 | 629 | 1, 174 | +23.7 | 5.2 | |
| Ohio..... | 900 | -21.9 | 792 | 108 | +3.79 | 2.2 | |
| Region VI: | | | | | | | |
| Illinois..... | 2, 293 | +192.1 | 2, 043 | 250 | +105.5 | 4.4 | |
| Indiana..... | 273 | +3.8 | 273 | 0 | -16.4 | 1.2 | |
| Wisconsin..... | 887 | -3.7 | 835 | 52 | +5.58 | 5.2 | |
| Region VII: | | | | | | | |
| Alabama..... | 462 | +52.0 | 343 | 119 | +2.6 | 19.4 | |
| Florida..... | 42 | (1) | 42 | 0 | -78.3 | 3.6 | |
| Georgia..... | 1, 655 | +6.2 | 1, 609 | 46 | +15.9 | 9.5 | |
| Mississippi..... | 124 | -76.8 | 124 | 0 | -31.0 | 4.6 | |
| South Carolina..... | 392 | +532.2 | 346 | 46 | +107.3 | 3.6 | |
| Tennessee..... | 4, 054 | -6.8 | 34 | 4, 020 | +84.7 | 47.6 | |
| Region VIII: | | | | | | | |
| Iowa..... | 2, 704 | +52.8 | 2, 639 | 65 | +33.2 | 12.8 | |
| Minnesota..... | 4, 302 | +14.0 | 3, 843 | 459 | +21.0 | 21.8 | |
| Nebraska..... | 1, 777 | +297.5 | 1, 265 | 512 | +164.4 | 13.0 | |
| North Dakota..... | 3, 475 | +23.4 | 3, 474 | 1 | +24.4 | 34.3 | |
| South Dakota..... | 1, 395 | +191.8 | 1, 065 | 330 | +130.7 | 20.9 | |
| Region IX: | | | | | | | |
| Arkansas..... | 6, 316 | -50.6 | 2, 470 | 3, 846 | +50.7 | 75.3 | |
| Kansas..... | 1, 770 | +140.2 | 1, 236 | 534 | +74.4 | 8.1 | |
| Missouri..... | 1, 658 | +65.0 | 1, 099 | 559 | - | 12.1 | |
| Oklahoma..... | 7, 692 | +39.4 | 131 | 7, 561 | +3 | 35.2 | |
| Region X: | | | | | | | |
| Louisiana..... | 45 | (1) | 20 | 25 | +35.2 | 2.6 | |
| New Mexico..... | 657 | +78.7 | 302 | 355 | -38.0 | 24.5 | |
| Texas..... | 28, 203 | -7.5 | 533 | 27, 670 | -18.4 | 41.4 | |
| Region XI: | | | | | | | |
| Arizona..... | 538 | -81.6 | 172 | 366 | +32.9 | 58.4 | |
| Colorado..... | 8, 251 | +7.2 | 502 | 7, 749 | +10.1 | 44.4 | |
| Idaho..... | 4, 976 | +201.0 | 1, 695 | 3, 281 | +91.8 | 62.2 | |
| Montana..... | 2, 540 | +133.7 | 1, 890 | 650 | +51.1 | 35.4 | |
| Utah..... | 1, 077 | -9.5 | 1, 021 | 56 | -12.6 | 21.2 | |
| Wyoming..... | 359 | +20.1 | 323 | 36 | +16.5 | 11.8 | |
| Region XII: | | | | | | | |
| California..... | 8, 364 | +135.0 | 2, 009 | 6, 355 | +136.9 | 12.0 | |
| Nevada..... | 854 | +151.2 | 825 | 29 | +43.9 | 15.5 | |
| Oregon..... | 17, 370 | +43.2 | 1, 230 | 16, 140 | +19.1 | 47.2 | |
| Washington..... | 10, 125 | +250.1 | 1, 908 | 8, 217 | +27.1 | 27.4 | |
| Territories: | | | | | | | |
| Alaska..... | 2 | (1) | 2 | 0 | (1) | .3 | |
| Hawaii..... | 108 | (1) | 108 | 0 | +158.1 | 6.0 | |

¹ Not computed, because less than 50 placements were made in either period.

² Increase of more than 1,000 percent.

³ Excludes 747 supplementary placements made in cooperation with the Arkansas State Employment Service in July and included in data for Arkansas.

⁴ Excludes 8,353 supplementary placements made in cooperation with the Arkansas State Employment Service in May, June, and July and included in data for Arkansas.

less in 38 States, and women registrants were fewer in 28 States. More than 1 million applications for work were received from men, a gain of 12 percent over August 1940; the 437,000 applications filed by women represented an increase of 18 percent.

Vocational Training Activities

A record volume of referrals and placements marked the defense vocational training activities of public employment offices in July. Referrals of workers to defense training courses increased 20 percent to more than 36,000, and placements of trainees advanced 18 percent to 7,200 (table 4). Primarily responsible for the expanded volume of referrals was the initiation of numerous summer defense courses. June graduating classes also swelled the supply of trainees, although not to the extent that was anticipated, because large numbers of graduates had little trouble in finding jobs. Placements increased because of the expanding needs of the aircraft industry, especially in the State of Washington. Jobs found by trainees through channels other than the public employment offices increased 17 percent to 10,200 in July, according to reports from cooperating local WPA offices and vocational schools.

The increase in placements during July was centered chiefly in Washington, where the aircraft industry absorbed 1,060 trainees, four times as many as were hired in the preceeding month. California and New York reported approximately 1,000 and 1,300 placements, respectively, and together with Washington accounted for nearly one-half of all placements. The recent tendency for placements of trainees from aviation-service courses to outnumber those from machine-shop courses became more pronounced in July, when placements from the former increased by 760 to 3,440, or nearly half of all placements, while placements from the latter courses remained practically unchanged at 2,200. Relatively little change occurred in the age and occupational distributions of trainee placements.

Referrals in California and New York increased 2,400 and 1,300, respectively, and accounted for more than a third of all referrals made during July. All courses, except aviation services, shared in the general expansion in referrals. New enrollments in aviation-service courses declined because of a temporary lag in the training needs of the

Table 4.—Placements of trainees from pre-employment refresher courses, by specified characteristic, July 1941 and January-July 1941

[Corrected to Sept. 11, 1941]

| Characteristic | Placements | |
|---|------------|-------------------|
| | July 1941 | January-July 1941 |
| Total..... | 7,200 | 39,639 |
| Age (years): | | |
| Under 21..... | 2,276 | 10,251 |
| 21 to 24..... | 1,775 | 11,066 |
| 25 to 44..... | 2,789 | 16,227 |
| 45 and over..... | 369 | 2,090 |
| Unspecified..... | 0 | 5 |
| Race: | | |
| White..... | 7,140 | 39,301 |
| Negro and other..... | 60 | 333 |
| Unspecified..... | 0 | 5 |
| Type of course taken: | | |
| Aviation services..... | 3,440 | 15,894 |
| Drafting and blueprinting..... | 55 | 533 |
| Machine shop..... | 2,233 | 15,165 |
| Sheet-metal work..... | 283 | 2,035 |
| Welding..... | 478 | 2,163 |
| All other..... | 720 | 3,849 |
| Occupation in which placed: | | |
| Professional and managerial..... | 57 | 512 |
| Clerical and sales..... | 99 | 727 |
| Service..... | 73 | 393 |
| Agriculture, fishery, and forestry..... | 16 | 78 |
| Skilled..... | 2,109 | 12,974 |
| Semiskilled..... | 3,847 | 19,217 |
| Unskilled..... | 1,008 | 4,768 |
| Unspecified..... | 0 | 970 |

Kansas aircraft industry. Nevertheless, referrals to aviation-service courses in July were nearly twice as numerous as in any other month except June.

Acceptance of nonwhite applicants referred to defense training courses by public employment offices nearly doubled in July to a peak of approximately 1,000. Veterans were also accepted in greater numbers during the month.

Although the pre-employment refresher training program has been expanding steadily, it is confronted with a growing stringency of applicants. Because jobs are plentiful, most qualified persons are reluctant to take unpaid training. Even where jobs are relatively scarce, workers hesitate to undertake several months of training without compensation.

There is a growing tendency to induct women into the program, a development which will probably provide an increasingly important source of trainees. Pre-employment classes for women are already in progress or scheduled in a number of localities and generally include such courses as woodworking, light sheet-metal work, and light assembly and machine-shop work.

Another practice which is becoming more common, because of growing local stringencies of trainees, is training in one community where the supply of trainees is plentiful, in order to meet the demand in communities where an insufficient number of persons are available for training. Such training, however, is conducted under fairly strict control and generally only after it is demonstrated that local supplies of potential trainees have been fully utilized. Often, it also involves agreements from employers to hire the trainees after completion of the courses.

Insurance Activities

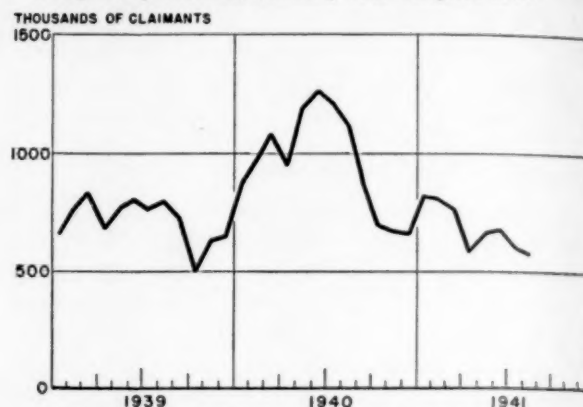
Unemployment benefit operations, as well as placement activities, reflect the tremendous expansion in employment arising out of the Nation's defense program. Despite increased lay-offs resulting from material and equipment shortages, fewer claims were filed and fewer benefit checks were issued in August than in any month since all States began the payment of unemployment compensation. This fact indicates that many of the lay-offs were of comparatively short duration, so that claimants returned to work before attaining compensable status, and also that the volume of new hiring was more than offsetting current lay-offs. A minimum of 677,000 workers received benefit checks during the month, compared with 1.3 million in August 1940.

In August 1941, workers were compensated for 2.4 million weeks of unemployment. So far this year, the total number of weeks compensated and the amount of benefits paid, as compared with the same month last year, have declined progressively, as shown below.

| Year and month | Percentage change from 1940 in — | |
|----------------|----------------------------------|-------------------------|
| | Number of weeks compensated | Amount of benefits paid |
| 1941 | | |
| January..... | - 7.1 | - 4.2 |
| February..... | -24.6 | -21.9 |
| March..... | -31.2 | -28.7 |
| April..... | -38.8 | -36.2 |
| May..... | -45.7 | -42.5 |
| June..... | -46.0 | -43.0 |
| July..... | -50.1 | -47.4 |
| August..... | -51.6 | -48.8 |

Weeks compensated.—Since the beginning of 1941, monthly changes in the volume of weeks compensated for partial and part-total unemployment combined have generally shown relatively

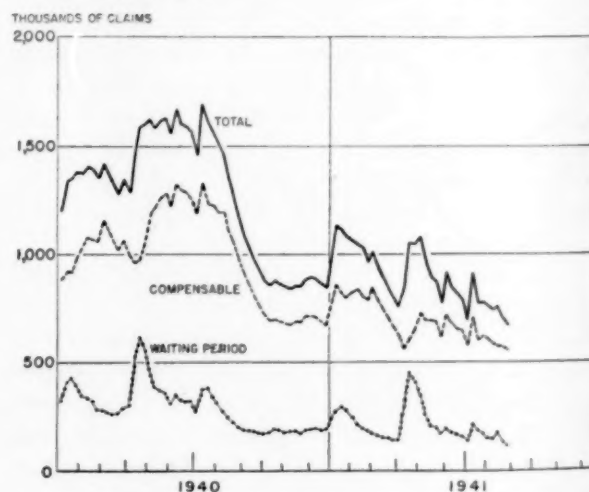
Chart 3.—Average weekly number of claimants drawing benefits, by month, January 1939–August 1941¹



¹ Benefits not payable in Illinois and Montana until July 1939.

smaller increases and larger decreases than changes in the volume of weeks compensated for total unemployment. This fact indicates that under-employment is becoming less prevalent as a result of the continued expansion of full-time employment. Partial and part-total unemployment accounted for 10 percent of all weeks compensated in the 48 States compensating this type in August; two of the major industrial States—New York and Pennsylvania—and Montana do not compensate such unemployment (table 5). Illinois, Oregon, and Wyoming were the only States in which more than a fifth of all weeks compensated were for partial and part-total unemployment. The large proportions in Illinois and Wyoming are

Chart 4.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–August 1941



Social Security

attributable to the substantial number of weeks for partial unemployment compensated in manufacturing industries in the former State and in bituminous-coal mining in both States. Many

coal mines in Illinois, usually operating at full employment, shut down periodically to absorb surplus coal stocks, which results in high volumes of partial and part-total unemployment.

Table 5.—Continued claims received, weeks compensated, and benefits paid, by State, August 1941

[Corrected to Sept. 20, 1941]

| Social Security Board region and State | Continued claims ¹ | | | Weeks compensated | | | | | Benefits paid | | | | |
|---|-------------------------------|---|------------------|-------------------|---|----------------------|--|------------------------------|---------------------|---|----------------------|--|------------------------------|
| | Number | Per- centage change from July | Compen- sable | Number | Per- centage change from July | Type of unemployment | | | Amount ² | Per- centage change from July | Type of unemployment | | |
| | | | | | | Total | Partial and part- total com- bined ³ | Partial only ³ | | | Total | Partial and part- total com- bined ³ | Partial only ³ |
| Total..... | 3,044,984 | -16.0 | 2,443,835 | 2,437,953 | -11.2 | 2,243,564 | 194,389 | | \$26,482,777 | -9.6 | \$25,066,665 | \$1,396,009 | |
| Region I: | | | | | | | | | | | | | |
| Connecticut..... | 22,698 | -9.7 | 19,032 | 17,314 | +21.5 | 16,196 | 1,118 | 1,035 | 184,671 | +28.2 | 177,145 | 7,315 | \$6,569 |
| Maine..... | 11,656 | -28.9 | 10,286 | 10,080 | -33.1 | 8,178 | 1,902 | 1,347 | 75,126 | -30.7 | 62,615 | 12,511 | 9,216 |
| Massachusetts..... | 156,435 | -24.1 | 133,035 | 139,874 | -21.4 | 132,791 | 7,083 | 6,409 | 1,394,486 | -21.1 | 1,354,962 | 38,128 | 33,807 |
| New Hampshire..... | 8,021 | -21.4 | 5,858 | 5,869 | -36.2 | 4,881 | 988 | 929 | 44,209 | -37.2 | 39,657 | 4,552 | 4,149 |
| Rhode Island..... | 27,359 | -26.6 | 24,723 | 24,723 | -25.9 | 22,276 | 2,447 | (*) | 252,884 | -22.5 | 239,083 | 13,201 | (*) |
| Vermont..... | 1,871 | -23.8 | 1,487 | 1,490 | -22.0 | 1,347 | 143 | 84 | 12,133 | -20.7 | 11,377 | 716 | 367 |
| Region II: | | | | | | | | | | | | | |
| New York..... | 506,476 | -43.2 | 405,883 | 427,726 | -41.8 | 427,726 | (*) | (*) | 4,874,742 | -42.1 | 4,874,742 | (*) | (*) |
| Region III: | | | | | | | | | | | | | |
| Delaware..... | 3,143 | -21.6 | 2,873 | 2,840 | -17.2 | 2,424 | 416 | 366 | 25,579 | -14.4 | 22,944 | 2,611 | 2,337 |
| New Jersey..... | 144,906 | -2.0 | 115,124 | 114,419 | +10.8 | 103,537 | 10,882 | (*) | 1,387,968 | +19.2 | 1,314,359 | 72,339 | (*) |
| Pennsylvania..... | 176,065 | -31.4 | 122,465 | 123,636 | -12.0 | 123,636 | (*) | (*) | 1,310,688 | -12.7 | 1,310,688 | (*) | (*) |
| Region IV: | | | | | | | | | | | | | |
| Dist. of Columbia..... | 14,353 | -6.5 | 12,295 | 11,896 | -9 | 11,371 | 525 | 91 | 144,472 | -2.6 | 138,711 | 5,613 | 935 |
| Maryland..... | 47,864 | -15.7 | 44,178 | 42,600 | -13.8 | 36,962 | 5,638 | 5,357 | 491,832 | -9.7 | 449,663 | 41,860 | 39,327 |
| North Carolina..... | 58,894 | -14.2 | 51,144 | 53,789 | +8.1 | 50,682 | 3,107 | 2,597 | 338,853 | +6.6 | 327,077 | 11,501 | 2,578 |
| Virginia..... | 32,394 | -36.0 | 28,830 | 28,920 | -35.7 | 27,719 | 1,201 | 368 | 230,275 | -34.8 | 223,102 | 7,113 | 1,794 |
| West Virginia..... | 22,769 | -46.8 | 20,036 | 21,788 | -43.8 | 18,356 | 3,432 | 3,275 | 208,348 | -44.0 | 170,716 | 28,632 | 27,697 |
| Region V: | | | | | | | | | | | | | |
| Kentucky..... | 16,058 | -24.2 | 14,300 | 28,600 | -24.7 | 25,698 | 2,902 | 1,206 | 202,622 | -23.5 | 189,876 | 12,055 | 4,891 |
| Michigan..... | 314,120 | +114.4 | 204,751 | 188,950 | +143.0 | 184,375 | 4,575 | 4,018 | 2,700,397 | +178.5 | 2,669,962 | 30,435 | 25,027 |
| Ohio..... | 111,569 | -5.2 | 73,246 | 77,042 | -1.4 | 68,149 | 8,893 | (*) | 706,265 | +1.6 | 659,524 | 44,264 | (*) |
| Region VI: | | | | | | | | | | | | | |
| Illinois..... | 189,056 | -28.0 | 171,403 | 183,021 | -21.4 | 139,933 | 43,088 | 28,195 | 2,134,142 | -23.0 | 1,796,575 | 331,482 | 201,708 |
| Indiana..... | 63,507 | +38.4 | 46,688 | 46,646 | +49.1 | 40,922 | 5,724 | (*) | 551,664 | +62.7 | 515,386 | 36,218 | (*) |
| Wisconsin..... | 32,455 | -2.0 | 23,702 | 24,490 | -41.8 | 22,233 | 2,257 | 1,443 | 302,978 | +47.6 | 285,125 | 17,853 | 10,675 |
| Region VII: | | | | | | | | | | | | | |
| Alabama..... | 47,117 | -9.2 | 36,504 | 36,506 | -4.5 | 34,258 | 2,248 | 218 | 252,420 | -6.2 | 239,482 | 12,772 | 1,103 |
| Florida..... | 94,118 | +3.8 | 80,022 | 78,406 | +35.6 | 71,385 | 7,081 | (*) | 755,571 | +30.4 | 706,634 | 48,937 | (*) |
| Georgia..... | 48,861 | -2.0 | 34,655 | 35,454 | +3.9 | 34,058 | 1,396 | 723 | 279,946 | +12.9 | 272,134 | 7,812 | 4,105 |
| Mississippi..... | 19,786 | -11.8 | 16,532 | 15,522 | -15.5 | 14,613 | 909 | 497 | 122,874 | -17.9 | 117,677 | 5,194 | 2,726 |
| South Carolina..... | 26,606 | -4.3 | 22,742 | 20,848 | +14.0 | 18,361 | 2,487 | 729 | 149,767 | +17.0 | 137,275 | 12,482 | 3,159 |
| Tennessee..... | 68,242 | +9 | 62,078 | 48,845 | +1.2 | 47,229 | 1,616 | 348 | 405,340 | +2.6 | 395,092 | 10,248 | 2,065 |
| Region VIII: | | | | | | | | | | | | | |
| Iowa..... | 20,995 | -11.6 | 15,318 | 14,692 | -13.2 | 12,293 | 2,399 | 786 | 126,630 | -13.7 | 112,237 | 14,260 | 4,111 |
| Minnesota..... | 30,779 | -21.0 | 26,482 | 27,261 | -15.0 | 24,110 | 3,151 | 2,235 | 272,131 | -12.5 | 246,551 | 25,580 | 17,988 |
| Nebraska..... | 6,947 | -13.5 | 5,611 | 5,250 | -16.4 | 4,786 | 464 | 171 | 46,354 | -14.7 | 43,070 | 3,222 | 1,067 |
| North Dakota..... | 1,966 | -35.7 | 1,690 | 1,801 | -29.0 | 1,513 | 288 | 200 | 16,416 | -29.0 | 14,141 | 2,275 | 1,561 |
| South Dakota..... | 2,286 | -42.4 | 1,951 | 1,932 | -44.9 | 1,670 | 262 | (*) | 14,365 | -42.5 | 12,973 | 1,367 | (*) |
| Region IX: | | | | | | | | | | | | | |
| Arkansas..... | 40,215 | +43.5 | 36,944 | 36,944 | +111.8 | 35,449 | 1,495 | 411 | 250,471 | +93.1 | 241,979 | 7,871 | 2,109 |
| Kansas..... | 17,189 | +4 | 14,280 | 14,107 | +7.8 | 12,886 | 1,221 | 598 | 135,704 | +11.1 | 127,365 | 8,339 | 3,840 |
| Missouri..... | 66,485 | +4.1 | 51,984 | 52,526 | +50.0 | 47,087 | 5,439 | 4,748 | 498,323 | +68.1 | 470,715 | 27,591 | 22,536 |
| Oklahoma..... | 18,717 | -20.7 | 16,288 | 15,259 | -15.0 | 13,612 | 1,647 | 111 | 151,933 | -11.4 | 140,150 | 11,783 | 622 |
| Region X: | | | | | | | | | | | | | |
| Louisiana..... | 108,660 | +7.8 | 87,544 | 78,671 | +30.4 | 75,152 | 3,519 | (*) | 778,286 | +37.8 | 750,538 | 27,011 | (*) |
| New Mexico..... | 5,955 | -17.0 | 5,454 | 5,424 | -1.1 | 5,130 | 294 | 103 | 46,260 | -2.7 | 44,076 | 2,175 | 696 |
| Texas..... | 96,605 | -6.2 | 85,652 | 59,296 | -1.6 | 52,139 | 7,157 | 439 | 453,578 | -5 | 419,288 | 34,154 | 1,542 |
| Region XI: | | | | | | | | | | | | | |
| Arizona..... | 7,190 | -13.4 | 6,360 | 6,499 | (*) | 6,180 | 319 | 23 | 71,381 | +5 | 68,568 | 2,813 | 156 |
| Colorado..... | 14,474 | -22.7 | 12,509 | 12,839 | -21.2 | 11,005 | 1,834 | 1,305 | 131,133 | -20.5 | 117,707 | 13,347 | 8,817 |
| Idaho..... | 5,117 | -28.8 | 4,416 | 4,305 | -1.8 | 4,044 | 261 | 8 | 38,685 | -5.9 | 36,565 | 2,117 | 76 |
| Montana..... | 10,184 | -30.9 | 8,924 | 8,365 | -27.0 | 8,365 | (*) | (*) | 86,692 | -30.5 | 86,692 | (*) | (*) |
| Utah..... | 12,597 | +39.9 | 11,226 | 10,040 | +82.9 | 9,331 | 709 | 145 | 133,918 | +93.8 | 126,456 | 7,462 | 1,423 |
| Wyoming..... | 2,733 | -8.4 | 2,155 | 2,173 | -10.6 | 1,414 | 759 | 604 | 23,687 | -16.8 | 17,299 | 6,388 | 4,927 |
| Region XII: | | | | | | | | | | | | | |
| California..... | 269,079 | -14.9 | 232,549 | 235,979 | -11.7 | 200,978 | 35,001 | 20,648 | 3,276,174 | -10.3 | 2,941,067 | 330,185 | 183,074 |
| Nevada..... | 3,252 | -17.8 | 2,836 | 2,518 | -18.5 | 2,362 | 156 | 38 | 33,013 | -17.3 | 31,479 | 1,534 | 348 |
| Oregon..... | 11,454 | -37.5 | 9,838 | 9,739 | -32.3 | 7,440 | 2,299 | 1,493 | 109,590 | -36.1 | 92,470 | 16,986 | 9,955 |
| Washington..... | 23,139 | -23.4 | 17,996 | 19,198 | -11.6 | 15,597 | 3,601 | 1,991 | 224,885 | -12.6 | 191,684 | 33,201 | 19,300 |
| Territories: | | | | | | | | | | | | | |
| Alaska..... | 1,868 | -1.2 | 1,356 | 1,262 | -10.9 | 1,228 | 34 | 0 | 17,381 | -12.1 | 17,008 | 373 | 0 |
| Hawaii..... | 699 | -23.4 | 600 | 519 | -31.5 | 497 | 22 | 15 | 5,535 | -21.0 | 5,404 | 131 | 64 |

¹ Waiting-period claims are represented by difference between total number and number of compensable claims.

² Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

³ Includes supplemental payments, not classified by type of unemployment.

⁴ Data for partial unemployment included with data for part-total unemployment.

⁵ Decrease of less than 0.05 percent.

Table 6.—Continued claims received for all types of unemployment,¹ by State, for weeks ended in August 1941

[In thousands; data corrected to Sept. 17, 1941]

| Social Security Board region and State | Weekly average | | Number for week ended— | | | | |
|--|----------------|-----------------------------|------------------------|--------|---------|---------|---------|
| | Number | Percentage change from July | Aug. 2 | Aug. 9 | Aug. 16 | Aug. 23 | Aug. 30 |
| Type of unemployment: | | | | | | | |
| All types..... | 728.6 | -8.6 | 762.9 | 741.2 | 756.4 | 709.2 | 673.6 |
| Total only..... | 663.1 | -9.2 | 695.5 | 686.2 | 682.6 | 645.3 | 615.3 |
| Partial and part-total..... | 65.5 | -2.5 | 67.4 | 68.2 | 70.2 | 63.9 | 58.3 |
| All types | | | | | | | |
| Region I: | | | | | | | |
| Connecticut..... | 5.4 | +1.2 | 5.2 | 5.3 | 5.5 | 5.6 | 5.5 |
| Maine..... | 2.9 | -25.0 | 3.3 | 3.0 | 2.8 | 2.6 | 2.6 |
| Massachusetts..... | 38.3 | -14.7 | 40.8 | 38.7 | 38.1 | 37.6 | 36.4 |
| New Hampshire..... | 2.0 | -21.4 | 2.0 | 2.0 | 1.8 | 1.9 | 2.1 |
| Rhode Island..... | 6.6 | -24.4 | 7.0 | 6.6 | 6.5 | 6.4 | 6.5 |
| Vermont..... | .4 | -18.8 | .5 | .5 | .4 | .5 | .4 |
| Region II: | | | | | | | |
| New York..... | 127.1 | -37.2 | 157.0 | 133.5 | 122.5 | 112.3 | 110.2 |
| Region III: | | | | | | | |
| Delaware..... | .8 | -11.4 | .8 | .8 | .8 | .7 | .7 |
| New Jersey..... | 34.4 | +7.8 | 33.3 | 34.1 | 34.4 | 34.8 | 35.4 |
| Pennsylvania..... | 43.0 | -21.6 | 46.0 | 41.4 | 41.8 | 43.0 | 43.0 |
| Region IV: | | | | | | | |
| Dist. of Col..... | 3.3 | +5.8 | 3.4 | 3.4 | 3.3 | 3.2 | 3.2 |
| Maryland..... | 11.5 | -8.9 | 11.7 | 11.9 | 11.4 | 11.5 | 10.9 |
| North Carolina..... | 14.0 | -5.6 | 14.9 | 14.5 | 14.5 | 13.3 | 13.0 |
| Virginia..... | 7.8 | -30.8 | 9.7 | 8.9 | 7.8 | 7.1 | 5.6 |
| West Virginia..... | 6.0 | -37.3 | 8.9 | 6.3 | 5.5 | 4.7 | 4.5 |
| Region V: | | | | | | | |
| Kentucky..... | 3.8 | -15.5 | 3.9 | 3.9 | 4.0 | 4.2 | 3.3 |
| Michigan..... | 71.1 | +181.0 | 50.6 | 61.7 | 99.9 | 77.4 | 65.7 |
| Ohio..... | 26.0 | -20.4 | 26.2 | 27.0 | 26.0 | 25.9 | 25.1 |
| Region VI: | | | | | | | |
| Illinois..... | 46.4 | -20.1 | 53.4 | 49.0 | 46.8 | 42.4 | 40.2 |
| Indiana..... | 14.5 | +53.0 | 12.8 | 15.8 | 17.3 | 15.5 | 11.4 |
| Wisconsin..... | 7.9 | +14.8 | 8.0 | 7.5 | 8.1 | 7.9 | 8.0 |
| Region VII: | | | | | | | |
| Alabama..... | 11.0 | -3.6 | 11.9 | 11.7 | 11.0 | 10.3 | 10.2 |
| Florida..... | 22.3 | +16.9 | 21.4 | 22.9 | 21.9 | 23.5 | 21.7 |
| Georgia..... | 11.4 | +4.0 | 11.2 | 11.7 | 11.5 | 10.9 | 11.7 |
| Mississippi..... | 4.7 | -6.9 | 4.6 | 4.5 | 4.6 | 4.7 | 5.0 |
| South Carolina..... | 6.4 | +11.6 | 6.3 | 7.7 | 5.7 | 6.9 | 5.3 |
| Tennessee..... | 15.6 | +6.2 | 15.8 | 17.0 | 15.5 | 16.2 | 13.4 |
| Region VIII: | | | | | | | |
| Iowa..... | 5.1 | +1.5 | 5.9 | 5.4 | 5.0 | 4.7 | 4.5 |
| Minnesota..... | 7.5 | -14.4 | 8.0 | 7.6 | 7.4 | 7.2 | 7.2 |
| Nebraska..... | 1.6 | -7.7 | 1.7 | 1.6 | 1.6 | 1.6 | 1.6 |
| North Dakota..... | .5 | -31.5 | .6 | .5 | .5 | .4 | .5 |
| South Dakota..... | .6 | -41.0 | .6 | .6 | .6 | .5 | .5 |
| Region IX: | | | | | | | |
| Arkansas..... | 0.6 | +65.4 | 11.7 | 9.4 | 10.9 | 7.8 | 8.0 |
| Kansas..... | 4.0 | +7.2 | 4.0 | 3.8 | 4.0 | 3.9 | 4.1 |
| Missouri..... | 15.6 | +18.7 | 14.8 | 16.2 | 16.1 | 15.3 | 15.6 |
| Oklahoma..... | 4.5 | -13.4 | 4.8 | 4.6 | 4.4 | 4.4 | 4.4 |
| Region X: | | | | | | | |
| Louisiana..... | 24.9 | +13.8 | 26.3 | 26.3 | 26.1 | 25.3 | 20.5 |
| New Mexico..... | 1.4 | -10.6 | 1.5 | 1.5 | 1.4 | 1.4 | 1.3 |
| Texas..... | 23.0 | +2.4 | 23.9 | 23.4 | 23.1 | 22.5 | 22.0 |
| Region XI: | | | | | | | |
| Arizona..... | 1.7 | -7.6 | 1.8 | 1.7 | 1.7 | 1.6 | 1.5 |
| Colorado..... | 3.4 | -19.7 | 3.2 | 3.9 | 3.4 | 3.5 | 3.0 |
| Idaho..... | 1.2 | -22.0 | 1.4 | 1.3 | 1.2 | 1.1 | 1.2 |
| Montana..... | 2.0 | -36.4 | .8 | 2.6 | 2.4 | 2.2 | 2.2 |
| Utah..... | 2.9 | +58.2 | 2.6 | 3.2 | 3.1 | 3.0 | 2.6 |
| Wyoming..... | .6 | -13.8 | .5 | .8 | .4 | .7 | .6 |
| Region XII: | | | | | | | |
| California..... | 64.2 | -7.7 | 67.2 | 65.4 | 64.0 | 62.0 | 62.6 |
| Nevada..... | .8 | -12.3 | .8 | .8 | .8 | .8 | .7 |
| Oregon..... | 2.8 | -31.7 | 3.6 | 3.0 | 2.7 | 2.4 | 2.3 |
| Washington..... | 5.5 | -17.2 | 6.1 | 5.7 | 5.7 | 5.3 | 5.0 |
| Territories: | | | | | | | |
| Alaska..... | .4 | -19.2 | .3 | .4 | .4 | .4 | .5 |
| Hawaii..... | .2 | -23.5 | .2 | .2 | .1 | .2 | .2 |

¹ Represents claims for total, partial, and part-total unemployment.

² Does not provide benefits for partial and part-total unemployment.

Table 7.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, August 1941

[Corrected to Sept. 17, 1941]

| Social Security Board region and State | Claimants receiving benefits ¹ | | Claimants receiving first payments | | Claimants exhausting benefit rights | |
|--|---|-----------------------------|------------------------------------|-----------------------------|-------------------------------------|-----------------------------|
| | Average weekly number | Percentage change from July | Number | Percentage change from July | Number | Percentage change from July |
| Total..... | 571,868 | -6.4 | 283,165 | +5.7 | 133,327 | -11.5 |
| Region I: | | | | | | |
| Connecticut..... | 4,112 | +40.6 | 2,688 | -49.3 | 480 | +5.7 |
| Maine..... | 2,524 | -24.2 | 770 | -28.2 | 469 | -8.7 |
| Massachusetts..... | 31,048 | -17.0 | 10,009 | -36.0 | 6,655 | -12.3 |
| New Hampshire..... | 1,448 | -29.3 | 414 | -28.7 | 267 | -60.1 |
| Rhode Island..... | 5,960 | -24.5 | 2,509 | -24.1 | 1,950 | -44.7 |
| Vermont..... | 350 | -19.0 | 117 | -27.3 | 104 | -12.6 |
| Region II: | | | | | | |
| New York..... | 108,122 | -35.3 | 35,450 | -37.3 | 39,652 | -21.4 |
| Region III: | | | | | | |
| Delaware..... | 690 | -6.0 | 375 | -24.2 | 169 | -25.6 |
| New Jersey..... | 26,184 | +16.6 | 17,580 | +36.8 | 5,155 | -2.0 |
| Pennsylvania..... | 29,639 | -4.0 | 14,539 | -11.8 | 8,762 | -8.0 |
| Region IV: | | | | | | |
| Dist. of Col..... | 2,741 | +7.5 | 991 | +32.8 | 491 | -22.9 |
| Maryland..... | 9,747 | -10.8 | 4,535 | -4.5 | 2,695 | -21.4 |
| North Carolina..... | 12,249 | +10.9 | 5,004 | -12.8 | 1,837 | -29.0 |
| Virginia..... | 7,109 | -29.5 | 1,896 | -30.1 | 3,546 | +35.0 |
| West Virginia..... | 5,542 | -35.9 | 1,710 | -39.9 | 2,738 | +280.8 |
| Region V: | | | | | | |
| Kentucky..... | 6,841 | -15.4 | 1,772 | -22.4 | 1,778 | +51.7 |
| Michigan..... | 41,043 | +167.0 | 64,886 | +235.4 | 2,221 | -15.7 |
| Ohio..... | 18,224 | -24.4 | 7,270 | +13.9 | 2,418 | -22.9 |
| Region VI: | | | | | | |
| Illinois..... | 43,800 | -14.8 | 19,420 | -15.8 | 11,365 | -21.2 |
| Indiana..... | 10,517 | +60.9 | (b) | (b) | (b) | (b) |
| Wisconsin..... | 5,852 | +83.4 | (b) | (b) | (b) | (b) |
| Region VII: | | | | | | |
| Alabama..... | 8,466 | -5.5 | 3,072 | +14.8 | 1,108 | -7.6 |
| Florida..... | 17,805 | +45.2 | 9,090 | +4.4 | 2,139 | +5.8 |
| Georgia..... | 8,188 | +8.0 | 3,135 | +20.6 | 1,598 | +3.8 |
| Mississippi..... | 3,633 | -11.3 | 1,437 | -9.7 | 473 | -11.7 |
| South Carolina..... | 4,760 | +19.8 | 2,743 | +29.2 | 461 | -4.9 |
| Tennessee..... | 11,398 | +9.1 | 4,403 | -8.4 | 1,957 | +15.3 |
| Region VIII: | | | | | | |
| Iowa..... | 3,549 | -5.2 | 1,626 | -5.6 | 927 | -24.3 |
| Minnesota..... | 6,450 | -9.9 | 2,131 | -10.5 | 1,326 | -27.5 |
| Nebraska..... | 1,279 | -6.6 | 492 | -7.5 | 234 | -35.5 |
| North Dakota..... | 419 | -28.1 | 127 | -24.4 | 78 | -38.6 |
| South Dakota..... | 462 | -42.7 | 154 | -26.3 | 203 | -48.2 |
| Region IX: | | | | | | |
| Arkansas..... | 8,712 | +159.2 | 5,786 | -13.7 | 1,553 | +437.4 |
| Kansas..... | 3,174 | +9.1 | 1,639 | +33.8 | 592 | +6.8 |
| Missouri..... | 11,777 | +58.0 | 7,523 | +33.0 | 3,324 | +34.8 |
| Oklahoma..... | 3,700 | -6.2 | 1,799 | -22.2 | 1,049 | -39.4 |
| Region X: | | | | | | |
| Louisiana..... | 18,057 | +40.0 | 9,114 | +5.5 | 3,583 | -3.0 |
| New Mexico..... | 1,245 | -4.4 | 460 | -16.5 | 246 | +4.7 |
| Texas..... | 13,816 | +3.9 | 7,270 | +1.4 | 4,740 | +4.4 |
| Region XI: | | | | | | |
| Arizona..... | 1,493 | +4.2 | 723 | -17.9 | 533 | +83.2 |
| Colorado..... | 2,959 | -21.9 | 754 | -33.2 | 557 | -6.8 |
| Idaho..... | 984 | -1.2 | 352 | -42.5 | 260 | -15.8 |
| Montana..... | 1,673 | -33.5 | 534 | -34.9 | 612 | -2.7 |
| Utah..... | 2,357 | +143.0 | 1,216 | -44.1 | 4 | -97.4 |
| Wyoming..... | 497 | -11.1 | (b) | (b) | 1,393 | +17.8 |
| Region XII: | | | | | | |
| California..... | 53,547 | -9.0 | 21,955 | +25.3 | 8,949 | -5.9 |
| Nevada..... | 601 | -10.8 | 193 | -15.0 | 101 | -45.1 |
| Oregon..... | 2,251 | -32.2 | 1,124 | -46.8 | 940 | -23.7 |
| Washington..... | 4,494 | -2.6 | 2,402 | +24.1 | 894 | -13.7 |
| Territories: | | | | | | |
| Alaska..... | 257 | -26.4 | 120 | +8.8 | 68 | +54.5 |
| Hawaii..... | 123 | -30.5 | 56 | -8.2 | 27 | -59.1 |

¹ Represents average number of weeks of unemployment compensated during weeks ended within month.

² Excludes Indiana, Wisconsin, and Wyoming.

³ Excludes Indiana and Wisconsin.

⁴ Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

⁵ Data not comparable.

⁶ Data not reported.

Benefit payments.—A total of \$26.5 million was paid in benefits during August, 9.6 percent less than in July and approximately half the volume for August a year ago (table 5). Despite the over-all decrease in payments, 17 States paid more benefits than in July. These 17 included the major industrial States of Michigan, Indiana, Connecticut, New Jersey, and Ohio. Seasonal lay-offs in the automobile industry were mainly responsible for the increases in Michigan and Indiana; the lay-offs were largely concentrated in the cities of Flint, Detroit, Lansing, and Pontiac in Michigan and in South Bend, Indianapolis, and Anderson in Indiana. In Connecticut, as well as Michigan, the increase was also

Chart 5.—Number of weeks compensated, by type of unemployment, for weeks ended in January 1940–August 1941

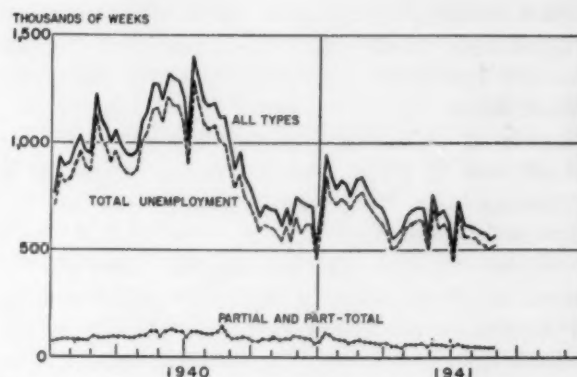


Table 8.—Collections deposited in State clearing accounts, January–August 1941, and funds available for benefits as of August 31, 1941, by State

[In thousands; data corrected to Sept. 20, 1941]

| Social Security Board region and State | Collections deposited January–August 1941 ¹ | | Transfers to railroad unemployment insurance account, as of Aug. 31, 1941 | Funds available for benefits, as of Aug. 31, 1941 ² | Social Security Board region and State | Collections deposited January–August 1941 ¹ | | Transfers to railroad unemployment insurance account, as of Aug. 31, 1941 | Funds available for benefits, as of Aug. 31, 1941 ² |
|---|---|--|---|---|---|---|--|---|---|
| | Amount | Percentage change from January– August 1940 | | | | Amount | Percentage change from January– August 1940 | | |
| Total..... | \$721,187 | +15.0 | \$105,901 | \$2,302,863 | Region VII—Continued. | | | | |
| Region I: | | | | | South Carolina..... | \$4,497 | +31.4 | \$691 | \$15,089 |
| Connecticut..... | 17,486 | +24.7 | 792 | 58,761 | Tennessee..... | 7,794 | +23.1 | 1,527 | 18,964 |
| Maine..... | 3,496 | +17.1 | 255 | 6,454 | Region VIII: | | | | |
| Massachusetts..... | 33,359 | +15.4 | 2,313 | 99,663 | Iowa..... | 6,162 | +7.3 | 2,122 | 20,871 |
| New Hampshire..... | 2,255 | +9.8 | 238 | 7,587 | Minnesota..... | 7,885 | +15.9 | 2,517 | 26,424 |
| Rhode Island..... | 9,554 | +29.5 | 152 | 18,794 | Nebraska..... | 1,601 | +29.7 | 1,682 | 9,921 |
| Vermont..... | 1,235 | (³) | 327 | 4,108 | North Dakota..... | 513 | (³) | 577 | 2,201 |
| Region II: | | | | | South Dakota..... | 596 | +25.7 | 403 | 3,513 |
| New York..... | 105,499 | +10.9 | 6,858 | 261,726 | Region IX: | | | | |
| Region III: | | | | | Arkansas..... | 2,717 | +8.7 | 1,088 | 7,575 |
| Delaware..... | 2,006 | +11.6 | 461 | 8,676 | Kansas..... | 3,974 | +14.8 | 2,725 | 16,806 |
| New Jersey..... | 44,219 | +22.6 | 4,269 | 167,467 | Missouri..... | 17,143 | +16.2 | 4,871 | 72,665 |
| Pennsylvania..... | 69,930 | +11.4 | 6,699 | 185,222 | Oklahoma..... | 4,859 | +3.2 | 1,001 | 19,963 |
| Region IV: | | | | | Region X: | | | | |
| Dist. of Col..... | 4,644 | (³) | 790 | 23,039 | Louisiana..... | 7,354 | (³) | 1,180 | 20,536 |
| Maryland..... | 11,876 | +26.2 | 1,195 | 29,834 | New Mexico..... | 1,108 | +6.8 | 515 | 3,000 |
| North Carolina..... | 8,297 | +12.1 | 1,103 | 30,817 | Texas..... | 11,263 | (³) | 4,227 | 62,539 |
| Virginia..... | 7,481 | +9 | 2,454 | 24,790 | Region XI: | | | | |
| West Virginia..... | 7,140 | +2.7 | 1,002 | 24,087 | Arizona..... | 1,813 | +13.6 | 338 | 4,396 |
| Region V: | | | | | Colorado..... | 3,652 | +4.5 | 1,528 | 11,899 |
| Kentucky..... | 8,927 | +11.3 | 2,752 | 37,018 | Idaho..... | 1,580 | +12.8 | 373 | 3,025 |
| Michigan..... | 49,441 | +30.2 | 1,932 | 111,312 | Montana..... | 2,155 | +8.8 | 1,186 | 5,430 |
| Ohio..... | 52,306 | +19.3 | 8,535 | 206,993 | Utah..... | 2,197 | +9.8 | 517 | 5,319 |
| Region VI: | | | | | Wyoming..... | 930 | +10.9 | 602 | 2,495 |
| Illinois..... | 57,804 | +9.6 | 13,841 | 229,662 | Region XII: | | | | |
| Indiana..... | 19,173 | +21.6 | 3,190 | 60,161 | California..... | 65,654 | +16.2 | 7,804 | 185,428 |
| Wisconsin..... | 7,532 | +3.6 | 1,964 | 63,472 | Nevada..... | 776 | +13.8 | 357 | 1,303 |
| Region VII: | | | | | Oregon..... | 5,742 | +18.9 | 590 | 13,964 |
| Alabama..... | 8,068 | +12.3 | | 23,257 | Washington..... | 9,435 | +18.6 | 1,675 | 27,697 |
| Florida..... | 6,170 | +25.6 | 1,309 | 15,008 | Territories: | | | | |
| Georgia..... | 7,620 | +18.6 | 2,439 | 29,166 | Alaska..... | 525 | +53.5 | 13 | 1,464 |
| Mississippi..... | 2,425 | +26.9 | 642 | 5,309 | Hawaii..... | 1,419 | +5.5 | 80 | 8,003 |

¹ Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except Michigan, where rate is 3 percent. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island and of 1 percent in Alabama, California, Kentucky, and New Jersey. Contributions are collected on monthly basis in North Carolina, West Virginia, and Wisconsin. All other States collect, either wholly or in part, on quarterly basis.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury. Figures are adjusted for transfers to railroad unemployment insurance account.

³ Excludes District of Columbia, Louisiana, North Dakota, Texas, and Vermont. See footnote 4.

⁴ Not computed, because data for States that shifted either wholly or in part from a monthly to a quarterly contribution basis during 1940 or 1941 are not comparable.

due in part to the initiation of new benefit years in July by many claimants.

Benefit payments so far this year have totaled \$252.4 million, 35 percent below the January-August 1940 total. Only the District of Columbia and Louisiana paid more benefits this year. Modification of the benefit provision of the District of Columbia law and lay-offs following completion of defense construction projects in Louisiana have been largely responsible for the increased payments.

Claims received.—There was an over-all decrease of 16 percent in continued claims received in August, with almost all States sharing in the reduction (table 5). The weekly average of 729,000 claims for the month represented an 8.6-percent decrease from July, and was the lowest average for any month to date (table 6). Receipts more than doubled in Michigan, however, and increased 38-44 percent in Arkansas, Indiana, and Utah. Gains were also reported by Florida, Kansas, Louisiana, Missouri, and Tennessee. From the first to the last week ended in August, the number of persons filing claims dropped from 763,000 to 674,000—the lowest weekly average on record.

Average number of claimants.—With a reduction of 6.4 percent from July, the average weekly total of 572,000 benefit recipients in August represented the lowest figure for any month since October 1939 (table 7). In the last week of August only 564,000 claimants were receiving benefits, 442,000 less than in the same period of last year.

Status of Funds

With pay rolls rising to an unprecedented high level, collections deposited in State clearing accounts thus far this year have totaled \$721.2 million, \$88.5 million above deposits for the first 8 months of 1940 (table 8). Collections deposited during July and August, based on pay rolls for the second quarter of 1941, were significantly higher than the amount received in the entire preceding quarter, and were 27 percent above receipts for the corresponding 2-month period of 1940. This increase was in marked contrast to the experience of the previous year. In Alaska, collections were 54 percent above January-August 1940 and in Michigan, Rhode Island, and South Carolina, approximately 30 percent. Collections were lower only in Minnesota, Nebraska, and South Dakota;

these reductions, ranging from 16 to 30 percent, resulted largely from modification of tax rates due to experience rating.

Characteristics of Placements, Second Quarter, 1941

The 1.4 million jobs filled by public employment offices in April-June 1941 totaled more than in any other 3-month period since 1935. In that year, however, the bulk of placements were on public works and work-relief projects; therefore the volume of jobs filled in privately managed enterprises during April-June of this year is undoubtedly the highest recorded in the history of the United States Employment Service.

Placements this quarter were 30 percent higher than in January-March 1941 and 45 percent higher than in April-June 1940. The sharpest increases from a year ago occurred in manufacturing and construction. If both these industry groups were excluded from the totals, the increase would have been only about three-fifths that recorded for all industries combined.

Industrial characteristics.—Placements in manufacturing reached an all-time high of 301,000 during the quarter (table 9), reflecting more than for any other industry, with the possible exception

Table 9.—Complete placements of men and women, by industry and race, April-June 1941

(Corrected to Aug. 30, 1941)

| Industry | Total | | Men | | Women | |
|--|-----------|---|---------|---------|---------|---------|
| | Number | Per- age change from Janu- ary- March 1941 | Total | White | Total | White |
| Total..... | 1,414,093 | +30.5 | 895,209 | 738,466 | 518,884 | 391,029 |
| Agriculture, forestry, and fishery..... | 92,209 | +174.1 | 78,908 | 67,330 | 13,301 | 8,490 |
| Mining..... | 6,974 | +22.8 | 6,781 | 6,304 | 193 | 188 |
| Construction..... | 231,131 | +7.6 | 229,781 | 181,665 | 1,350 | 1,305 |
| Manufacturing..... | 300,960 | +32.6 | 207,935 | 194,699 | 93,025 | 88,698 |
| Transportation, commu- nication, and other pub- lic utilities..... | 39,722 | +35.2 | 37,260 | 31,543 | 2,462 | 2,415 |
| Wholesale and retail trade..... | 234,393 | +42.7 | 129,516 | 108,219 | 104,877 | 101,784 |
| Finance, insurance, and real estate..... | 12,605 | +35.2 | 7,559 | 6,146 | 5,046 | 4,806 |
| Service industries..... | 492,973 | +35.8 | 194,506 | 139,718 | 298,467 | 183,193 |
| Domestic service..... | 321,772 | +41.7 | 88,832 | 59,765 | 232,940 | 124,968 |
| Regular Government agencies..... | 25,153 | +27.0 | 21,581 | 15,630 | 3,572 | 3,269 |
| Government relief projects..... | 21,838 | +2.8 | 13,158 | 11,299 | 8,700 | 7,677 |
| Other service..... | 124,190 | +31.0 | 70,935 | 53,024 | 53,255 | 47,279 |
| Establishments not else- where classified..... | 3,126 | +117.5 | 2,963 | 2,842 | 163 | 150 |

Table 10.—Placements in selected defense industries, by quarter, October 1940–June 1941

| Industry | October–December 1940 | January–March 1941 | | April–June 1941 | |
|--|-----------------------|----------------------|---|----------------------|---|
| | Number of placements | Number of placements | Percentage change from previous quarter | Number of placements | Percentage change from previous quarter |
| Total, 20 selected industries..... | 79,388 | 99,106 | +25 | 135,220 | +36 |
| Total, 5 industries..... | 53,238 | 73,799 | +39 | 100,964 | +37 |
| Aircraft and parts..... | 10,859 | 17,499 | +61 | 22,246 | +27 |
| Electrical machinery..... | 8,510 | 11,517 | +35 | 18,004 | +56 |
| Iron and steel and their products..... | 16,019 | 18,425 | +15 | 25,525 | +39 |
| Nonelectrical machinery..... | 14,042 | 19,340 | +38 | 23,643 | +22 |
| Shipbuilding..... | 3,808 | 7,018 | +84 | 11,546 | +65 |

of construction, the stimulation of economic activity under the national defense program. These placements were 108 percent above the level of April–June 1940 and 157 percent more than in April–June 1939, greater gains than for any other industry division. Although construction placements declined somewhat from the previous quarter, they were 64 percent greater than a year ago. With the exception of agriculture, forestry, and fishery, increases from a year ago in all other industry divisions exceeded 24 percent. The decline of 18 percent in agricultural placements is attributable to adverse weather conditions in some sections of the country and to an increasing reliance on mechanized equipment and family labor; the latter reflects an adjustment to increased farm wages and a more limited labor supply.

Increasing steadily since November 1940, placements in selected defense industries numbered 135,000 during the quarter and comprised 45 percent of all manufacturing placements, virtually the same proportion as in the previous quarter. Nineteen of the 20 selected defense industries shared in the April–June gain. As in January–March, the five major defense manufacturing industries accounted for three-fourths of the placements in this selected group (table 10). The largest gain was recorded for shipbuilding, but iron and steel products and nonelectrical machinery continued to provide the two largest sources of job opportunities.

Occupational characteristics.—Increases in placements from January–March were reported for all

occupational groups, with the exception of skilled workers (table 11). A reduction of 34 percent in the number of carpenters placed was the major factor contributing to the decline in placements of skilled workers. The demand for carpenters slackened considerably with the completion of construction at Fort Leonard Wood in Missouri; of Fort Bragg, Camp Davis, and the Douglas Air Base in North Carolina; and Fort Bliss and the Corpus Christi Naval Base in Texas. The largest gain—176 percent—was recorded in agriculture, forestry, and fishery, in which large numbers of farm hands were engaged in Alabama, Colorado, Idaho, and Washington; in general, all States reported substantial seasonal increases. Placements in service occupations increased 38 percent to 471,000 and were largely concentrated in the Great Lakes and Middle Atlantic areas, the District of Columbia, and California. Increased accessions of day workers, housemen, yardmen, and kitchen workers in hotels, restaurants, railroads, and steamships, for example, were mainly responsible for the rise.

Semiskilled and unskilled placements were 21 percent and 29 percent higher than in the preceding quarter. The demand for chauffeurs and drivers and for workers in laundering, cleaning, and dyeing occupations contributed significantly to the increase in the semiskilled group. Placements in occupations in the fabrication of textile products, however, declined 14 percent, largely as a result of seasonal curtailments in New York. In the unskilled category, where total placements

Table 11.—Complete placements of men and women, by occupation and race, April–June 1941

[Corrected to Aug. 30, 1941]

| Occupation | Total ^a | | Men | | Women | |
|--|--------------------|---|---------|---------|---------|---------|
| | Number | Percentage change from January–March 1941 | Total | White | Total | White |
| Total..... | 1,414,093 | +30.5 | 895,209 | 738,466 | 518,884 | 391,029 |
| Professional and managerial..... | 10,153 | +8.6 | 8,068 | 7,998 | 2,085 | 2,015 |
| Clerical and sales..... | 155,714 | +18.9 | 56,468 | 55,711 | 99,246 | 98,758 |
| Service..... | 470,904 | +37.6 | 166,627 | 110,304 | 304,277 | 189,563 |
| Agricultural, forestry, and fishery..... | 103,487 | +175.9 | 87,986 | 74,256 | 15,501 | 10,527 |
| Skilled..... | 126,647 | -4.2 | 117,679 | 114,512 | 8,768 | 7,739 |
| Semiskilled..... | 156,200 | +20.5 | 107,421 | 101,021 | 48,779 | 44,744 |
| Unskilled..... | 390,628 | +29.4 | 350,465 | 274,369 | 40,163 | 37,621 |
| Unspecified..... | 360 | | 295 | 295 | 65 | 62 |

Table 12.—Complete placements of men and women, by age and race, April–June 1941

[Corrected to Aug. 30, 1941]

| Age (years) | Total | | Men | | Women | |
|------------------|-----------|---|---------|---------|---------|---------|
| | Number | Percentage change from January–March 1941 | Total | White | Total | White |
| Total..... | 1,414,093 | +30.5 | 895,209 | 738,466 | 518,884 | 391,029 |
| Under 21..... | 284,153 | +56.3 | 165,662 | 142,794 | 118,491 | 102,795 |
| 21–24..... | 233,394 | +15.8 | 144,603 | 116,990 | 88,791 | 69,427 |
| 25–29..... | 203,249 | +17.4 | 132,076 | 104,839 | 71,173 | 49,641 |
| 30–34..... | 160,883 | +21.1 | 103,413 | 82,142 | 57,470 | 38,724 |
| 35–39..... | 140,993 | +28.9 | 88,299 | 70,476 | 52,694 | 35,712 |
| 40–44..... | 126,543 | +29.6 | 78,709 | 64,224 | 47,834 | 32,212 |
| 45–49..... | 105,000 | +34.6 | 68,882 | 57,744 | 36,118 | 26,754 |
| 50–54..... | 74,206 | +40.0 | 49,612 | 42,830 | 24,594 | 18,375 |
| 55–59..... | 47,747 | +45.8 | 34,355 | 30,191 | 13,392 | 10,453 |
| 60–64..... | 24,116 | +53.5 | 18,091 | 16,388 | 6,025 | 4,972 |
| 65 and over..... | 10,728 | +55.3 | 8,867 | 7,610 | 1,861 | 1,546 |
| Unspecified..... | 3,081 | | 2,640 | 2,238 | 441 | 418 |

numbered 391,000, the most significant groups accounting for the gain were those engaged in canning, construction, trades and services, and the nonprocess occupations in manufacturing. Canning operations were extremely active in Alaska, California, Maryland, Mississippi, and the North Central States. Considerable activity also prevailed in New York, Massachusetts, Pennsylvania, and the Great Lakes States in the non-process manufacturing, trade, and service occupations. Although completed Army projects in North Carolina and Texas released many construction workers, there was a large gain in the number of unskilled placements in construction occupations for the country as a whole, probably on highways and other nondefense activities. In view of the stringencies in labor supply caused by the accelerated demand in defense occupations, the gain in placements of semiskilled and unskilled workers in contrast to the decline in placements of skilled workers probably in part reflects increased hiring of less skilled workers by industrial plants which have filled many skilled and semiskilled jobs through upgrading.

Personal characteristics.—There is no evidence that any general relaxation of employer restrictions has occurred with respect to older workers, women, and nonwhite workers. From the standpoint of age preference the only significant change occurred in the group under 21, which represented 20 percent of all placements as compared with 17 percent in April–June 1940. On the other hand,

placements in the age group 21–29 decreased from 34 to 31 percent; it is unlikely that employer preference for workers outside of the selective service age limits was a decisive factor, since the decline is shared by women as well as men (table 12).

The share of jobs going to women has been decreasing, although the number has increased absolutely. Women filled 31 percent of the jobs in manufacturing as compared with 37 percent in the same period last year. Similarly, placements of women in wholesale and retail trade declined from 49 percent to 45 percent. In service, finance, insurance, and real estate, however, the proportion of women placements has increased slightly.

Despite the increased demand for labor, a decline from the corresponding quarter of 1940 occurred in the relative proportion of jobs filled by nonwhite workers. Although the over-all decrease of nonwhite placements as a percent of total placements was small, it concealed marked variations in specific industry divisions. The proportion of nonwhite placements to total placements is shown in the following tabulation:

| Industry division | 1940 | 1941 |
|-----------------------|------|------|
| Total..... | 21 | 20 |
| Agriculture..... | 24 | 18 |
| Construction..... | 19 | 21 |
| Manufacturing..... | 10 | 6 |
| Transportation..... | 20 | 15 |
| Trade..... | 10 | 10 |
| Finance..... | 15 | 13 |
| Service..... | 30 | 34 |
| Domestic service..... | 35 | 43 |

Placements of nonwhite workers in manufacturing, transportation, and agriculture showed the sharpest relative declines. On the other hand, the service industry, comprised primarily of domestic workers, showed a substantial increase, indicating the shift of white workers into industrial jobs or their reluctance to work at current standards of wages and hours in the service industry and their replacement by nonwhite workers.

The largest proportion of nonwhite workers was placed in service occupations, mostly as day workers, maids, housemen, and yardmen; in agriculture, placements of nonwhite workers as vegetable farm hands were especially numerous. Among the skilled and semiskilled groups, occupations concerned with the fabrication of textile products, and cleaning and dyeing establishments, offered the most job opportunities, while in the

unskilled group at least two-thirds of the placements were in construction.

Geographic distribution.—A pronounced increase in placements of 72 percent from April-June 1940 was reported for 15 leading industrial States, where the bulk of defense activities is occurring, as compared with an increase of only 22 percent for all other States. The gain among the 15 States was shared by each State; only West Virginia and Michigan reported increases of less than 50 percent. Among the less industrialized States, the defense program was also the dominant factor accounting for large gains. Thus, in Florida, Kansas, Louisiana, Maine, South Carolina, and Tennessee, increases in excess of 65 percent were largely attributable to construction of Army cantonments, airports, and ordnance plants.

Only 6 States reported declines from a year ago, with the largest reductions, 33 and 25 percent, occurring in Washington and Oklahoma, respectively. A strike in the logging industry was mainly responsible for the decline in Washington, and a sharp reduction in agricultural placements was a contributing factor in Oklahoma.

Clearance.—Interarea clearance placements, totaling approximately 28,000, were about half those of the previous quarter. As in January-March, most of these placements were concentrated in construction, and represented the special service given contractors engaged in constructing defense military projects in rural areas where local supplies of labor were inadequate. Of the 4,100 interarea placements made in manufacturing, almost 90 percent were in defense industries; only 1,800 interarea clearance placements were made in manufacturing in the previous quarter. Half of the interarea placements were filled by unskilled workers and approximately one-third by workers in the skilled crafts, each a slightly smaller proportion than in January-March.

There is a relatively greater degree of qualification for and acceptance of interarea jobs by those in the age groups 25-34 than in any other age interval. Thus, 32 percent of all clearance jobs were filled by men and women between these ages whereas they filled only 26 percent of all placements made by public employment offices. Conversely, those under 21 filled 11 percent of clearance jobs, although they accounted for 20 percent of total placements. The greater fluidity of movement among workers between 25 and 34

than those under 21 undoubtedly lies in their greater accumulation of skills and experience.

Size of Benefit Payment for Total Unemployment, Second Quarter, 1941

Although 19 percent fewer persons received benefits in the second quarter than in the first quarter of the year, virtually the same proportion of checks at the higher benefit levels were issued to totally unemployed workers in April-June 1941 as in the previous quarter (table 13), which was the high for all periods of 1940 and 1941. The size of the benefit payment has gradually increased during the past year, reflecting higher wage rates and longer working hours with consequent greater base-period earnings, as well as liberalizing amendments in many State unemployment compensation laws. Accordingly, the proportion of payments issued at the lower benefit levels has declined.

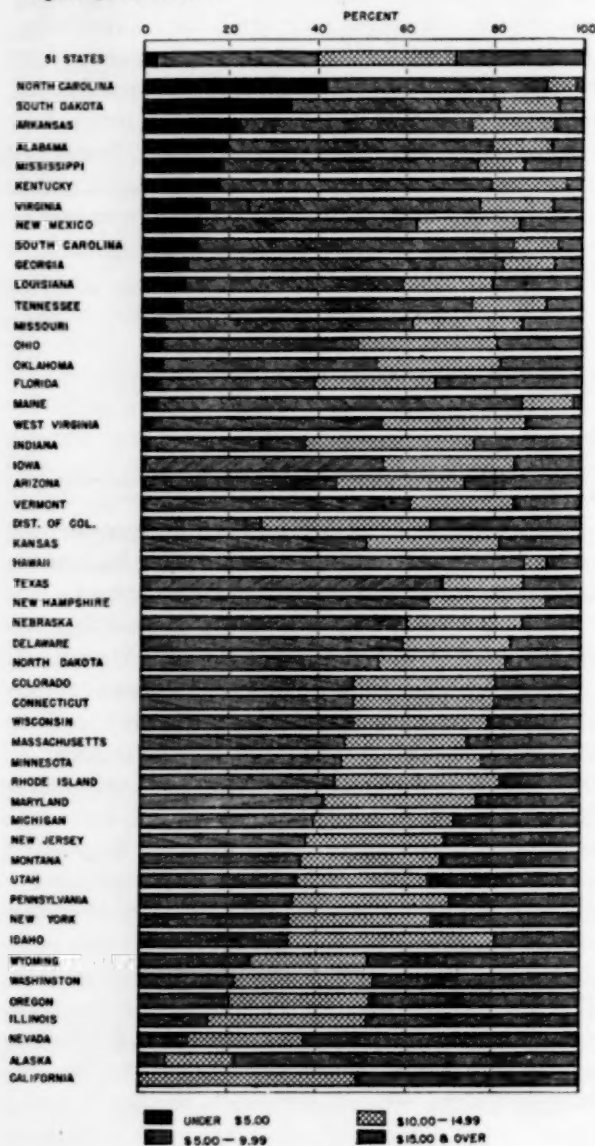
| Year and quarter | Percent of weeks compensated by payments of— | | |
|-----------------------|--|--------------|--------------|
| | Less than \$10 | \$10 or more | \$15 or more |
| 1940 | | | |
| April-June..... | 44.9 | 55.1 | 25.3 |
| July-September..... | 44.6 | 55.4 | 27.3 |
| October-December..... | 41.9 | 58.1 | 28.1 |
| 1941 | | | |
| January-March..... | 39.6 | 60.4 | 29.8 |
| April-June..... | 39.9 | 60.1 | 28.8 |

Increases over April-June 1940 in the proportion of checks issued for \$10 or more took place in 33 States; the most pronounced changes were in the District of Columbia, where the proportion increased from 34 to 72 percent, and in Maryland, where it rose from 36 to 58 percent. Amendments to the District of Columbia law, effective July 1, 1940, and the Maryland law, effective April 1, 1941, which liberalized the method of computing benefits as well as the legal minimums and maximums were largely responsible for the higher benefit levels. The proportion of payments for \$10 or more also increased substantially over the second quarter of 1940 in Florida, Louisiana, Mississippi, New Jersey, and West Virginia. In all these States, the benefit formulas have been revised within the past year to provide for higher payments. Apart from administrative factors, changes in the size of payments within a State reflect wage scales of claimants in industries

curtailing employment at different times during the year. The increases in these States are probably due also to lay-offs of thousands of construction workers with the completion of industrial and military defense projects.

Among the declines from the April-June 1940 level, the largest occurred in Hawaii, where the proportion of payments for \$10 or more dropped from 27 to 13 percent. The Great Lakes area, with the exception of Illinois, also reported a decline. This area has had a large expansion in defense activities, bringing greater job opportuni-

Chart 6.—Distribution of weeks compensated for total unemployment by amount of benefit check, by State, April-June 1941



ties to the higher-paid workers and leaving the lower-paid workers, presumably from nondefense industries, to form a relatively larger proportion of the claimant group.

As in previous periods, more than a third of the payments for total unemployment were issued in amounts from \$5 up to \$10. In 21 States, particularly in the Southeast and Gulf and Central areas, checks of this size comprised at least half of all payments. Benefit payments of less than \$5 were made for only 3 percent of all weeks compensated, the smallest proportion thus far.

In 17 States the proportion of checks issued in amounts of \$10 or more was higher than the 60-percent average for the country as a whole. All payments in California, which has a \$10 minimum, and between 72 and 94 percent of payments in Alaska, the District of Columbia, Illinois, Nevada, Oregon, Washington, and Wyoming were in the interval of \$10 or more. With the exception of the District of Columbia, each of these States uses $\frac{1}{2}$ of high-quarter earnings to compute weekly benefit amounts, whereas in most other States benefits are calculated on the basis of $\frac{1}{3}$ to $\frac{1}{4}$ of total wages during the quarter of highest earnings. At the other extreme, fewer than 20 percent of all checks in Georgia, Hawaii, Maine, North Carolina, South Carolina, and South Dakota were issued in denominations of \$10 or more.

The concentration of lower payments in the North Central, Southeast and Gulf, and Southwest States is largely attributable to lower prevailing wage rates and to the methods used in computing weekly benefit amounts. Benefit payments were less than \$5 for 42 percent of all weeks compensated in North Carolina and ranged from 15 to 34 percent of all weeks compensated in Alabama, Arkansas, Kentucky, Mississippi, South Dakota, and Virginia. In most of these States the proportion of small payments has been virtually as high during the past year.

The annual-earnings plans used in determining weekly benefit amounts are partly responsible for the large proportion of payments of less than \$10 in Kentucky, Maine, North Carolina, South Dakota, and West Virginia. Unlike the other States which base the weekly benefit amount on high-quarter earnings, these States weight high-quarter earnings by lower earnings or no earnings at all in the other 3 quarters of the year; consequently, the weekly benefit rate, which is estab-

lished as a percentage of annual wages earned, is lower than in States using other methods. Checks for less than \$10 comprised 92 percent of all pay-

ments in North Carolina, approximately 80 percent or more in Kentucky, Maine, and South Dakota, and 55 percent in West Virginia. Eight

Table 13.—Percentage distribution of number of weeks of total unemployment compensated by amount of benefit payment, and proportion at minimum and maximum benefit payable, by State, April-June 1941

[Corrected to Aug. 20, 1941]

| Social Security Board region and State | Total number of weeks compensated | Percent of weeks compensated ¹ in amounts of— | | | | Minimum weekly benefit | | Maximum weekly benefit | |
|--|-----------------------------------|--|-------------|---------------|-----------------|------------------------|------------------------------------|------------------------|------------------------------------|
| | | Less than \$5.00 | \$5.00-9.99 | \$10.00-14.99 | \$15.00 or more | Amount | Percent of total weeks compensated | Amount | Percent of total weeks compensated |
| Total | 7,697,343 | 3.0 | 36.9 | 31.3 | 28.8 | | | | |
| Region I: | | | | | | | | | |
| Connecticut..... | 42,382 | | 48.2 | 32.1 | 19.7 | \$5.00 | 0.4 | \$15.00 | 19.7 |
| Maine..... | 57,631 | 3.1 | 83.3 | 10.7 | 2.9 | \$ 5.00 | 37.2 | 15.00 | 2.9 |
| Massachusetts..... | 454,546 | | 46.4 | 27.7 | 25.9 | 6.00 | 17.4 | 15.00 | 25.9 |
| New Hampshire..... | 39,077 | | 65.1 | 26.9 | 8.0 | \$ 6.00 | 21.3 | 15.00 | 8.0 |
| Rhode Island..... | 117,004 | | 44.1 | 37.9 | 18.0 | 6.00 | .2 | 16.00 | 14.9 |
| Vermont..... | 10,915 | .7 | 60.4 | 23.1 | 15.8 | \$ 5.00 | 1.6 | 15.00 | 15.8 |
| Region II: | | | | | | | | | |
| New York..... | 1,584,484 | | 33.9 | 32.3 | 33.8 | 7.00 | 18.9 | 15.00 | 33.8 |
| Region III: | | | | | | | | | |
| Delaware..... | 10,615 | | 59.8 | 24.2 | 16.0 | 5.00 | 17.2 | 15.00 | 16.0 |
| New Jersey..... | 272,628 | | 37.1 | 32.2 | 30.7 | \$ 7.00 | 11.1 | 18.00 | 11.5 |
| Pennsylvania..... | 665,946 | | 34.7 | 35.7 | 29.6 | 7.50 | 19.9 | 15.00 | 29.6 |
| Region IV: | | | | | | | | | |
| District of Columbia..... | 42,624 | .1 | 27.6 | 38.2 | 34.1 | \$ 6.00 | 6.5 | 18.00 | 21.4 |
| Maryland..... | 136,876 | | 41.8 | 35.0 | 23.2 | \$ 7.00 | 19.7 | 17.00 | 16.5 |
| North Carolina..... | 151,300 | 41.6 | 50.3 | 6.4 | 1.7 | \$ 3.00 | 11.3 | 15.00 | 1.7 |
| Virginia..... | 112,154 | 15.2 | 61.4 | 16.5 | 6.9 | 3.00 | 6.4 | 15.00 | 6.9 |
| West Virginia..... | 87,579 | 1.3 | 53.4 | 32.1 | 13.2 | \$ 6.00 | 16.8 | 15.00 | 13.2 |
| Region V: | | | | | | | | | |
| Kentucky..... | 80,908 | 17.6 | 61.6 | 17.4 | 3.4 | \$ 4.00 | 6.0 | \$ 15.00 | 3.4 |
| Michigan..... | 188,521 | | 39.2 | 32.1 | 28.7 | 6.00 | .8 | 16.00 | 24.3 |
| Ohio..... | 282,241 | 4.8 | 44.3 | 31.6 | 19.3 | None | | 15.00 | 19.3 |
| Region VI: | | | | | | | | | |
| Illinois..... | 524,256 | | 15.5 | 36.3 | 48.2 | 7.00 | 4.7 | 16.00 | 42.2 |
| Indiana..... | 77,190 | 1.1 | 36.2 | 38.1 | 24.6 | 3.00 | .2 | 15.00 | 24.6 |
| Wisconsin..... | 37,570 | | 48.2 | 30.8 | 21.0 | 6.00 | 15.2 | \$ 15.00 | 18.6 |
| Region VII: | | | | | | | | | |
| Alabama..... | 110,228 | 19.6 | 59.5 | 13.6 | 7.3 | \$ 2.00 | 4.0 | 15.00 | 7.3 |
| Florida..... | 93,207 | 3.3 | 36.3 | 27.2 | 33.2 | 3.00 | .7 | 15.00 | 33.2 |
| Georgia..... | 94,405 | 10.3 | 71.4 | 12.1 | 6.2 | \$ 4.00 | 7.5 | 18.00 | 1.1 |
| Mississippi..... | 55,341 | 18.4 | 57.6 | 10.6 | 13.4 | \$ 3.00 | 8.4 | 15.00 | 13.4 |
| South Carolina..... | 44,771 | 12.3 | 71.8 | 10.0 | 5.9 | 3.00 | 4.6 | 15.00 | 5.9 |
| Tennessee..... | 130,194 | 9.2 | 65.6 | 17.1 | 8.1 | 4.00 | 9.2 | 15.00 | 8.1 |
| Region VIII: | | | | | | | | | |
| Iowa..... | 58,103 | .9 | 53.8 | 29.8 | 15.5 | None | | 15.00 | 15.5 |
| Minnesota..... | 163,015 | | 45.8 | 31.7 | 22.5 | 5.00 | 9.3 | 15.00 | 22.5 |
| Nebraska..... | 30,069 | | 60.1 | 26.8 | 13.1 | 5.00 | 16.7 | 15.00 | 13.1 |
| North Dakota..... | 13,837 | | 54.0 | 28.9 | 17.1 | 5.00 | 13.7 | 15.00 | 17.1 |
| South Dakota..... | 12,223 | 33.8 | 46.8 | 13.7 | 5.7 | \$ 3.00 | 4.4 | 15.00 | 5.7 |
| Region IX: | | | | | | | | | |
| Arkansas..... | 105,822 | 22.3 | 52.3 | 10.1 | 6.3 | 3.00 | 12.7 | 15.00 | 6.3 |
| Kansas..... | 38,283 | (*) | 51.3 | 29.8 | 18.9 | \$ 5.00 | 18.2 | 15.00 | 18.9 |
| Missouri..... | 104,529 | 5.0 | 56.9 | 24.6 | 13.5 | 2.00 | .5 | 15.00 | 13.5 |
| Oklahoma..... | 67,259 | 4.6 | 48.6 | 28.0 | 18.8 | None | | 15.00 | 18.8 |
| Region X: | | | | | | | | | |
| Louisiana..... | 162,865 | 9.8 | 49.4 | 20.4 | 20.4 | 3.00 | 4.8 | 18.00 | 14.4 |
| New Mexico..... | 24,760 | 13.5 | 48.9 | 23.1 | 14.5 | 3.00 | 4.2 | 15.00 | 14.5 |
| Texas..... | 178,898 | | 68.5 | 18.1 | 13.4 | \$ 5.00 | 30.6 | \$ 15.00 | 13.4 |
| Region XI: | | | | | | | | | |
| Arizona..... | 16,928 | .9 | 43.4 | 29.0 | 26.7 | None | | 15.00 | 26.7 |
| Colorado..... | 57,710 | | 48.6 | 31.8 | 19.6 | 5.00 | 6.8 | 15.00 | 19.6 |
| Idaho..... | 31,942 | | 33.7 | 47.3 | 19.0 | 5.00 | 3.7 | 18.00 | 3.1 |
| Montana..... | 71,091 | | 36.8 | 31.9 | 31.3 | 5.00 | 7.7 | 15.00 | 31.3 |
| Utah..... | 15,948 | | 35.5 | 29.9 | 34.6 | 6.00 | 4.1 | 16.00 | 29.8 |
| Wyoming..... | 13,082 | | 25.1 | 26.5 | 48.4 | 5.00 | 2.8 | 18.00 | 33.0 |
| Region XII: | | | | | | | | | |
| California..... | 841,808 | | | 49.4 | 50.6 | 10.00 | 17.8 | 18.00 | 32.6 |
| Nevada..... | 14,387 | | 11.0 | 26.4 | 62.6 | 5.00 | .8 | 15.00 | 62.6 |
| Oregon..... | 43,317 | | 20.3 | 31.9 | 47.8 | 10.00 | \$ 4.6 | 15.00 | 47.8 |
| Washington..... | 97,501 | | 21.4 | 31.8 | 46.8 | 7.00 | 7.5 | 15.00 | 46.8 |
| Territories: | | | | | | | | | |
| Alaska..... | 7,003 | | 6.0 | 15.4 | 78.6 | 5.00 | .8 | 16.00 | 75.1 |
| Hawaii..... | 7,280 | | 86.9 | 5.3 | 7.8 | 5.00 | 60.9 | 20.00 | .2 |

¹ Excludes final payments for less than benefit rate.

² Recent amendments to State laws have changed minimum and maximum weekly benefit payable. During transition period, payments are made under both provisions of law. Figure shown is minimum as provided for in amended law, and percentage shown relates to payments at that minimum only.

³ For each benefit period of 14 consecutive days, Kentucky pays minimum of \$8 and maximum of \$30, and Texas pays minimum of \$10 and maximum of \$30.

⁴ Under provisions of law, it is possible for some payments to exceed maximum.

⁵ Less than 0.05 percent.

⁶ Effective June 14, 1941, minimum has been changed to \$10. Percentage shown, however, represents percentage of weeks compensated at previous minimum of \$7.

⁷ Percentage of payments within the dollar interval including the minimum.

other States issued 75 percent or more of their checks for less than \$10.

Payments at the minimum rate account for only a small proportion of the checks issued to totally unemployed workers in the majority of States. In certain States the tendency toward more stringent eligibility provisions often results in denial of benefits to those who would otherwise be entitled to only the minimum. In many other States, however, the minimum rate is so low in relation to the wage structure that even though many claimants have small weekly earnings they are entitled to benefits in excess of the minimum rate. California and Pennsylvania, with statutory minimum benefit amounts of \$10 and \$7.50, respectively, compensated 18 and 20 percent of the weeks of total unemployment at the minimum rate. Of the 3 States which had minimum rates of \$7 for all beneficiaries during this quarter, New York compensated 17 percent of payments at that rate, but in Illinois and Washington, where a large proportion of the payments were for \$15 and over, relatively few payments were at the minimum amount. All the States with minimum rates of \$6, and 14 of the 17 with minimums of \$5, compensated approximately 80 percent or more of the weeks of unemployment above the minimum rate. Of the 10 States with a \$3 minimum, only Arkansas and North Carolina paid more than 10 percent of their benefit checks at the minimum rate. Of the 19 States retaining the same minimum benefit amounts as last year, 14 reported

approximately the same percentage of payments at the minimum in the second quarter of 1941 and 1940.

Unlike the relatively minor effect of the minimum benefit provision in most State laws, the substantial number of checks issued at the maximum rate indicates that the maximum is an important limiting factor, chiefly because average weekly earnings of many claimants amount to more than twice as much as the maximum benefit permitted by law. In Alaska, 75 percent of payments were issued at the maximum rate; in Illinois, Nevada, Oregon, and Washington, between 42 and 63 percent; and in California, Florida, Montana, New York, and Wyoming, more than 30 percent. The proportions in these States were also high in previous quarters. In many instances, the larger benefit checks reflect relatively high wages in seasonal industries. The maximum rates were recently raised from \$15 to \$20 in Hawaii, to \$18 in Georgia and New Jersey, and to \$17 in Maryland. During the quarter, one State had a maximum rate of \$20, seven States had maximums of \$18, one State of \$17, five other States of \$16, and the remaining States of \$15.

In the area where low weekly payments predominated—the Southeast and Gulf States—Louisiana issued 14 percent of payments at the maximum of \$18, and Florida 33 percent, and Mississippi and Texas 13 percent at the maximum of \$15, higher proportions than in the other States in this section of the country.

Railroad Unemployment Insurance *

In the 4 weeks ended August 29, the regional offices of the Railroad Retirement Board received 5,261 applications for certificates of benefit rights based on 1940 wages (table 1). The weekly average in August was 1,315, less than 35 percent of the July figure. A large decline in applications in August is not surprising, because an application is submitted only on the first day of the first registration period in the benefit year. In July, when a new benefit year begins, all workers who start a registration period in that month also submit application for a certificate of benefit rights based

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

on wages credited for the new base year; thereafter, applications are filed only by claimants who have not previously submitted applications in the current benefit year. By the end of August, 23,405 applications based on 1940 wages had been received, of which 22,742 were adjudicated. A total of 22,428 applicants were found to be qualified and 314 were determined to be ineligible.

The number of claims received in the 4 August weeks was 29,996. The average of 7,499 per week was slightly higher than the average of 7,233 for the last 2 weeks in July, when the first claims for the current benefit year were received by the regional offices. While these figures reflect a

small increase in the average number of claimants under the Railroad Unemployment Insurance Act, the total number of unemployed workers in the industry was lower in August than in the preceding month. According to the compilations of the Interstate Commerce Commission for class I railroads, employment increased more than 20,000 from the middle of July to the middle of August; nearly half of the increase occurred in the highly seasonal maintenance-of-way department.

The adjudication of claims in August continued to keep pace with receipts. The total number of claims processed was 33,449, including 92 claims adjudicated under the provisions of the original act and 3,446 adjudicated a second time. Most of the latter had originally been classified as not payable, because the claimant failed to submit the required application for employment. Of the claims processed for the current benefit year, 338 with 7 days of unemployment in the registration period were allowed waiting-period credit and 24,033 were certified for benefits; 5,877 in the latter group were initial claims and also carried waiting-period credit. The proportion of certifications of initial claims was much lower in August than in the last 2 weeks of July and declined steadily from 34 percent in the first week to less than 17 percent in the last week. The decrease in the proportion of initial claims in the second month of the benefit year is to be expected, since many of the currently unemployed workers are in their second or subsequent registration period. The proportion of claims certified for benefit payment was about the same in August as in the preceding month.

Benefits certified in the 4 August weeks totaled \$520,000; nearly \$508,000 of this amount represented benefits for the current benefit year. Benefits for waiting-period claims amounted to \$83,695, an average of \$14.24 for a registration period with a maximum of 7 compensable days (table 2). The decline from the July average of \$15.94 resulted mainly from a decrease in the number of days of unemployment in the registration period and hence a decrease in the number of compensable days. This reduction reflects a preponderance among initial claimants at the start of the benefit year of workers who had been unemployed for some time before the benefit year began and whose unemployment is likely to be continuous in character.

The average benefit certification for claims for subsequent registration periods, with a maximum of 10 compensable days, was \$23.36. Because the number of such certifications in July was small, a comparison with the July average is not significant. However, both the average daily benefit amount and the average number of days of unemployment in certifications of this type in August are close to the corresponding averages for initial certifications in July. The average daily benefit amount was \$2.66 in August and the average for initial certifications was \$2.64 in July, while the average number of days of unemployment in the registration period was 12.8 and 13.0, respectively. The similarity in the averages is due to the fact that employees filing initial claims at the start of the benefit year in July are likely to account for a large proportion of the workers who continue to submit effective claims in August.

Table 1.—*Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, and benefit payments certified, by specified period, 1941-42 and 1940-41*

| Period | 1941-42 | | | | 1940-41 | | | |
|------------------|---------------------|--------|---------------------|------------------------|---------------------|---------|----------------------|--------------------------|
| | Applications | Claims | Benefit payments | | Applications | Claims | Benefit payments | |
| | | | Number | Amount | | | Number | Amount |
| July-August..... | ¹ 23,405 | 62,317 | ² 47,792 | ³ \$933,099 | ¹ 59,688 | 211,710 | ² 116,422 | ³ \$1,688,819 |
| August..... | 5,261 | 29,996 | 24,698 | 519,788 | 16,552 | 96,960 | 60,962 | 890,605 |
| 1st week..... | 1,754 | 7,294 | 6,465 | 132,793 | 5,052 | 27,425 | 16,261 | 241,138 |
| 2d week..... | 1,286 | 7,742 | 5,903 | 123,113 | 4,117 | 23,391 | 14,502 | 207,035 |
| 3d week..... | 1,053 | 7,175 | 6,131 | 130,433 | 3,944 | 26,353 | 16,575 | 245,153 |
| 4th week..... | 1,168 | 7,785 | 6,199 | 133,449 | 3,439 | 19,791 | 13,624 | 197,279 |
| Weekly averages: | | | | | | | | |
| July..... | 3,838 | 6,464 | 4,683 | 83,843 | 8,788 | 22,950 | 11,092 | 150,643 |
| August..... | 1,315 | 7,499 | 6,175 | 129,947 | 4,138 | 24,240 | 15,241 | 222,651 |

¹ Includes some applications received in June for benefit year beginning in July.

² Net figures, corrected for underpayments and recovery of overpayments through end of August.

Employment Service

The continuing demand for track labor in August caused employment service operations to proceed at a somewhat higher level than in preceding months. In the 4 weeks ended August 29 the employment offices were notified of 4,889 openings, 3,562 of which were with railroad employers. In the same month, 1,596 previously reported openings were canceled. A total of 4,680 qualified workers were referred to available jobs, and 2,483 were placed. More than 80 percent of the workers placed were track laborers. In several regions where the Board's employment offices had an insufficient number of unemployed registrants, the employment offices of the States were called upon for assistance; 426 placements were made in this manner. The average of 621 placements a week is the highest in any month since employment service operations began.

Summary of Operations, 1940-41

In the year ended June 30, 1941, the second full year of operation under the Railroad Unemployment Insurance Act, the Board's regional offices received 1,257,822 claims, of which 999,505 were certified for benefits amounting to \$17,699,236. The number of claims was substantially lower than the 1,441,213 for the preceding year, because of the improvement in employment conditions in the railroad industry as well as in other fields. The number of benefit certifications, however, was almost the same in the second year as in the first, and the amount of benefits certified was considerably larger. In the year 1939-40 a total of \$14,811,065 in benefit payments was

certified on 1,000,684 claims. This increase was due mainly to the important modifications in the act, effective in November 1940, which reduced the waiting-period requirement, increased the number of compensable days of unemployment in the registration period, and raised the daily benefit rate for certain classes of beneficiaries.¹

One of the changes made in November 1940 was the provision for a uniform benefit year covering the period from July through the following June. It is thus possible to summarize the operations for 1940-41 in terms of a benefit year in which the benefits of all but a small fraction of the claimants were related to the wages credited for the calendar year 1939, and to make comparisons with the benefit year 1939-40, the base year for which was the calendar year 1938.

In the benefit year 1940-41 the number of unemployment insurance claims was 1,203,645, as compared with 1,511,182 in the preceding year. Since a claim covered 15 consecutive days before November 1940 and 14 days thereafter, it may be estimated that the average number of claimants in 1940-41 was about 47,210, and in 1939-40 about 60,450. The decrease in 1940-41 in the average number of unemployed workers submitting claims under the act was considerably smaller than the reduction in unemployment indicated by changes in employment. For class I railroads, which account for more than 85 percent of all employees under the act, average employment in 1940-41 exceeded that in 1939-40 by more than 53,000, according to the statistics of the

¹ For an extended discussion of the amendments, see the Bulletin, November 1940, pp. 12-29.

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days in benefit year 1941-42, by specified period, July-August 1941¹

| Type of certification and period | All certifications | | | | Certifications with 14 days of unemployment | | Certifications with 8-13 days of unemployment | | | Certifications with 5-7 days of unemployment | | |
|--|--------------------|-------------------------|-----------------------|------------------------------------|---|-----------------------|---|-----------------------|------------------------------------|--|-----------------------|------------------------------------|
| | Number | Average benefit payment | Average daily benefit | Average number of compensable days | Percent of all certifications | Average daily benefit | Percent of all certifications | Average daily benefit | Average number of compensable days | Percent of all certifications | Average daily benefit | Average number of compensable days |
| Certifications for first registration period: ² | | | | | | | | | | | | |
| July 19-Aug. 1 | 8,989 | \$15.94 | \$2.64 | 6.03 | 68.7 | \$2.64 | 31.3 | \$2.65 | 3.90 | | | |
| Aug. 2-Aug. 29 | 5,877 | 14.24 | 2.55 | 5.57 | 60.4 | 2.56 | 39.6 | 2.53 | 3.42 | | | |
| Certifications for subsequent registration periods: ² | | | | | | | | | | | | |
| July 19-Aug. 1 | 1,421 | 22.55 | 2.44 | 9.26 | 80.7 | 2.45 | 15.4 | 2.32 | 7.10 | 3.0 | \$2.32 | 2.55 |
| Aug. 2-Aug. 29 | 18,156 | 23.36 | 2.66 | 8.79 | 71.8 | 2.69 | 22.0 | 2.53 | 6.79 | 6.2 | 2.50 | 1.90 |

¹ Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

Interstate Commerce Commission. There are several reasons for this difference, the most important of which is the fact that a larger proportion of aggregate unemployment was registered under the act in 1940-41 than in the preceding year. This situation in turn was due to the fact that the number of employees who had wages at or above the qualifying minimum was 73,000 greater in 1939 than in 1938. Moreover, the liberalization of the benefit structure of the act, which increased the compensability of the unemployment incurred by the eligible employees, was undoubtedly as important a factor in stimulating claim filing as was the workers' greater familiarity with the act during the second year of its operation.

Although the reduction in the average number of claimants offers an inadequate reflection of the decrease in aggregate unemployment, it provides a more sensitive measure than does the cumulative number of benefit recipients. In the benefit year 1940-41 the number of beneficiaries was 161,876, a decline of less than 1,000 from the total of 162,808 for the preceding year. The comparison between these figures is distorted by the 1940 changes in the law, among other factors. The amendment which authorized benefits even for the first registration period in the benefit year when it includes at least 8 days of unemployment naturally tended to increase the number of beneficiaries. A reflection of this change is to be found in the comparison between the number of applicants and the number of beneficiaries. In 1939-40 only 77 percent of the 210,800 employees who filed applications were certified for one or more benefit payments. In the following year 82 percent of the total of 181,157 applicants received one or more benefit payments

based on 1939 wages. This increase understates the effect of the change in the law, because the amended provisions were in operation only 8 months of 1940-41.

The total amount of benefits certified in the benefit year 1940-41 was \$17,421,654, a considerable increase over the preceding year, when benefits amounted to \$15,304,477. The increase is due entirely to the amendments. It is estimated that if the act had not been modified, the \$13,602,071 in benefits certified in 1940-41 under the amended act would have been reduced to about \$7,647,000, and the benefits for the entire year 1940-41 would have totaled not more than \$11,470,000.

The effect of the amendments on benefits paid can also be shown by comparing for the 2 years the average benefit per certification for registration periods subsequent to that in which the waiting period was served. In 1939-40 the average was \$14.79, while under the amended act in 1940-41 it was \$19.61, an increase of 33 percent attributable almost entirely to the liberalization of the act. Despite the reduction in unemployment, even for persons who were certified for one or more benefits, the change in the law resulted in increasing the average benefit per beneficiary from \$94 in 1939-40 to nearly \$108 in 1940-41.

The reduction in unemployment among beneficiaries accounted for the drop in the proportion of employees who drew the maximum amount of benefits to which they were entitled under the law. In 1939-40 a total of 31,403, or 19 percent of the 162,808 beneficiaries, exhausted their benefit rights. In 1940-41 only 25,356, or 17 percent of the 148,911 persons who drew benefits on the basis of 1939 wages, received benefits for the maximum duration.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, August 1941

The steadily growing number of monthly benefits in force reached 412,719 at the end of August, an increase of 20,238 or 5.2 percent over the number at the end of July (table 1). The unusually low rate at which individuals aged 65 and over have retired from the labor market under the recent favorable employment conditions resulted in a continued slight decrease in the proportion of primary benefits in force.

The proportion of benefits in deferred-payment status has remained nearly constant for many months. However, there has been a gradual decrease in the proportion deferred on account of a previous lump-sum payment at age 65, accompanied by a gradual increase in the proportion deferred because of the beneficiary's previous temporary employment while in receipt of benefits.

Monthly benefits in conditional-payment status

have continued to increase appreciably; 39,886 or 9.7 percent of benefits in force on August 31 were in conditional-payment status, as compared with 36,845 or 9.4 percent as of July 31, and 20,790 or 8.5 percent as of December 31, 1940.

A portion of benefits in conditional-payment status are "frozen benefits," that is, cases in which the beneficiary has established nominal entitlement to benefits but commencement of payments is deferred for an indefinite period, usually because the wage earner or beneficiary has not yet discontinued employment. While the numbers of frozen benefits in force have increased slightly in absolute numbers—from 9,849 on December 31 to 12,180 on August 31—in proportion to all monthly benefits in force they have diminished from 4.0 percent on December 31 to 3.0 percent on August 31.

The remaining benefits in conditional-payment status represent cases in which payments had begun but were subsequently suspended for an

Table 1.—Number and amount of monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, August 1941

[Data corrected to Sept. 8, 1941]

| Status of benefit and action | Total | | Primary | | Wife's | | Child's | | Widow's | | Widow's current | | Parent's | |
|--|---------|-------------|---------|-------------|--------|-----------|---------|-------------|---------|-----------|-----------------|-----------|----------|----------|
| | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount |
| In force as of July 31, 1941..... | 392,481 | \$7,175,265 | 193,212 | \$4,385,258 | 51,977 | \$629,272 | 97,069 | \$1,182,339 | 10,618 | \$215,421 | 38,080 | \$743,219 | 1,525 | \$19,756 |
| In current-payment status | 352,446 | 6,387,444 | 167,158 | 3,793,549 | 46,471 | 563,445 | 92,668 | 1,131,244 | 10,455 | 211,613 | 34,183 | 668,012 | 1,511 | 19,581 |
| In deferred-payment status | 3,190 | 66,340 | 2,406 | 55,373 | 427 | 5,262 | 185 | 1,913 | 114 | 2,748 | 49 | 930 | 9 | 111 |
| In conditional-payment status..... | 36,845 | 721,481 | 23,648 | 536,336 | 5,079 | 60,565 | 4,216 | 49,182 | 49 | 1,060 | 3,848 | 74,277 | 5 | 61 |
| Actions during August 1941: | | | | | | | | | | | | | | |
| Benefits awarded..... | 23,135 | 405,869 | 9,667 | 216,726 | 3,131 | 37,443 | 6,613 | 79,974 | 983 | 19,813 | 2,632 | 50,494 | 109 | 1,419 |
| Entitlements terminated ³ | 2,829 | 49,814 | 1,022 | 23,713 | 441 | 5,386 | 866 | 10,998 | 44 | 851 | 439 | 8,642 | 17 | 224 |
| Net adjustments ⁴ | -68 | -292 | -13 | -65 | -4 | -31 | -34 | -31 | -1 | -1 | -16 | -74 | - | - |
| In force as of Aug. 31, 1941..... | 412,719 | 7,531,118 | 201,844 | 4,578,206 | 54,663 | 661,298 | 102,722 | 1,251,284 | 11,556 | 234,382 | 40,257 | 784,997 | 1,617 | 20,981 |
| In current-payment status | 369,522 | 6,686,622 | 174,044 | 3,948,876 | 48,692 | 590,297 | 97,789 | 1,192,869 | 11,393 | 230,717 | 36,001 | 703,093 | 1,603 | 20,770 |
| In deferred-payment status | 3,311 | 67,447 | 2,478 | 56,147 | 441 | 5,292 | 207 | 2,153 | 107 | 2,459 | 69 | 1,286 | 9 | 110 |
| In conditional-payment status..... | 39,886 | 777,049 | 25,322 | 573,183 | 5,530 | 65,709 | 4,786 | 56,262 | 56 | 1,206 | 4,187 | 80,618 | 5 | 71 |

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940, when monthly benefits were first payable.

² Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

³ Terminations may be for following reasons: Primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's bene-

fit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to equal or larger monthly benefit.

⁴ Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203(a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203(b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.¹

Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, August 31, 1941¹

[Data corrected to Sept. 8, 1941]

| Type of benefit | Payment status | | | |
|----------------------|----------------|---------|----------|-------------|
| | Total in force | Current | Deferred | Conditional |
| Total..... | \$18.25 | \$18.10 | \$20.37 | \$19.48 |
| Primary..... | 22.68 | 22.69 | 22.66 | 22.64 |
| Wife's..... | 12.10 | 12.12 | 12.00 | 11.88 |
| Child's..... | 12.17 | 12.20 | 10.40 | 11.76 |
| Widow's..... | 20.28 | 20.25 | 22.98 | 21.54 |
| Widow's current..... | 19.50 | 19.53 | 18.64 | 19.25 |
| Parent's..... | 12.96 | 12.96 | 12.22 | 14.20 |

¹ See footnotes to table 1.

indefinite period, generally because the wage earner or beneficiary returned to covered employment. Benefits in this category have increased both in number and as a percent of total benefits in force, numbering 27,706 or 6.7 percent of the total in force on August 31 compared with 10,941 or 4.5 percent on December 31.

Average benefits in current-payment status do not change appreciably over short periods of time. The average primary benefit in deferred-payment status because of a previous lump-sum payment at age 65 and the average frozen primary benefit have been found to be larger than the average of all the primary benefits in force. On the other hand, the average primary benefit of persons who return to covered employment after receiving some payments is probably less than the average of all primary benefits in force. The increasing proportion of primary benefits in deferred-payment status and in conditional-payment status because the worker has returned to work probably accounts for the fact that the average primary benefit in deferred-payment status declined from \$25.29 on December 31 to \$22.66 on August 31, and the average primary benefit in conditional-payment status declined from \$23.14 to \$22.64 in the same period (table 2).

The increase in monthly benefits certified for payment corresponds approximately to the steady increase in monthly benefits in current-payment status, more than \$7.2 million being certified with respect to 376,370 individual beneficiaries in August (table 3).

Claims Received

More than 71,000 claims for benefits have been received during the current fiscal year. The

average number of claims received during August increased substantially for each type of benefit, as compared with a month ago, and exceeded the high level of receipts in June. Claims received for widow's benefits rose to 239, representing a 24-percent increase over the previous month.

Employee Accounts Established and Employer Identification Numbers Assigned

The weekly average of employee accounts established in August was 159,000 (table 4), a drop of 16.2 percent from the July average. More accounts, however, were established in August 1941 than in August of any previous year beginning with 1938. Similarly, comparisons of recent monthly figures with those for earlier years reveal that registrations in every month in 1941 beginning with June have been heaviest since 1938. These figures undoubtedly reflect the movement of job seekers into covered employment resulting from the defense program.

The weekly average of employer identification numbers assigned in August was 9,313, 1.1 percent higher than the weekly average in the previous month.

Date on Social Security Benefit Check Changed

Under present procedure, the monthly benefit check issued by the Treasury Department is dated the last day of the month for which the benefit is

Table 3.—Monthly benefits and lump-sum death payments certified, by type of payment, August 1941

| Type of payment | Number of beneficiaries ¹ | Amount certified | Percentage distribution | |
|--|--------------------------------------|------------------|-------------------------|--------|
| | | | Beneficiaries | Amount |
| Monthly benefits ² | 376,370 | \$7,209,145 | 100.0 | 100.0 |
| Primary..... | 177,672 | 4,176,097 | 47.2 | 57.9 |
| Supplementary..... | 61,561 | 769,081 | 16.4 | 10.7 |
| Wife's..... | 49,645 | 629,242 | 13.2 | 8.7 |
| Child's..... | 11,916 | 139,839 | 3.2 | 2.0 |
| Survivor's..... | 137,137 | 2,263,967 | 36.4 | 31.4 |
| Widow's..... | 11,404 | 250,500 | 3.0 | 3.6 |
| Widow's current..... | 36,736 | 800,123 | 9.8 | 11.1 |
| Child's..... | 87,382 | 1,179,396 | 23.2 | 16.4 |
| Parent's..... | 1,615 | 24,939 | .4 | .3 |
| Lump-sum death payments..... | 8,467 | 1,155,484 | | |
| Under 1939 amendments ³ | 8,182 | 1,144,847 | | |
| Under 1935 act ⁴ | 285 | 10,637 | | |

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type of benefit partly estimated.

³ Includes retroactive payments.

⁴ Represents number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

⁶ Payable with respect to workers who died prior to Jan. 1, 1940.

payable and the beneficiary receives it on the day it is dated. As a result, in certain cases an insured individual who has died on the last day of the month had already cashed his benefit check, although actually the benefit terminates with the month preceding the month in which the individual dies. Therefore, effective with the September

Table 4.—Weekly average of employee accounts established and employer identification numbers assigned, by State, August 1941¹

| Social Security Board region and State | Employee accounts | | Employer identification numbers | |
|---|-------------------|----------------------------|------------------------------------|----------------------------|
| | Average number | Percentage distribution | Average number | Percentage distribution |
| Total | 159,162 | 100.0 | 9,313 | 100.0 |
| Region I: | | | | |
| Connecticut..... | 1,724 | 1.1 | 156 | 1.7 |
| Maine..... | 1,238 | .8 | 120 | 1.3 |
| Massachusetts..... | 5,051 | 3.2 | 398 | 4.3 |
| New Hampshire..... | 609 | .4 | 48 | .5 |
| Rhode Island..... | 735 | .4 | 40 | .4 |
| Vermont..... | 469 | .3 | 29 | .3 |
| Region II: | | | | |
| New York..... | 15,755 | 9.9 | 1,170 | 12.6 |
| Region III: | | | | |
| Delaware..... | 359 | .2 | 28 | .3 |
| New Jersey..... | 4,043 | 2.6 | 459 | 4.9 |
| Pennsylvania..... | 9,215 | 5.8 | 413 | 4.4 |
| Region IV: | | | | |
| District of Columbia..... | 1,053 | .7 | 80 | .9 |
| Maryland..... | 3,503 | 2.2 | 176 | 1.9 |
| North Carolina..... | 4,830 | 3.0 | 203 | 2.2 |
| Virginia..... | 3,249 | 2.0 | 191 | 2.0 |
| West Virginia..... | 1,918 | 1.2 | 42 | .4 |
| Region V: | | | | |
| Kentucky..... | 3,063 | 1.9 | 119 | 1.3 |
| Michigan..... | 5,699 | 3.6 | 386 | 4.1 |
| Ohio..... | 6,170 | 3.9 | 508 | 5.5 |
| Region VI: | | | | |
| Illinois..... | 10,015 | 6.3 | 474 | 5.1 |
| Indiana..... | 4,373 | 2.7 | 250 | 2.7 |
| Wisconsin..... | 2,848 | 1.8 | 258 | 2.7 |
| Region VII: | | | | |
| Alabama..... | 4,200 | 2.6 | 81 | .9 |
| Florida..... | 2,042 | 1.3 | 173 | 1.8 |
| Georgia..... | 6,031 | 3.8 | 130 | 1.4 |
| Mississippi..... | 3,893 | 2.4 | 44 | .5 |
| South Carolina..... | 3,976 | 2.5 | 61 | .7 |
| Tennessee..... | 4,755 | 3.0 | 171 | 1.8 |
| Region VIII: | | | | |
| Iowa..... | 2,459 | 1.6 | 119 | 1.3 |
| Minnesota..... | 2,683 | 1.7 | 87 | .9 |
| Nebraska..... | 1,068 | .7 | 117 | 1.3 |
| North Dakota..... | 385 | .2 | 29 | .3 |
| South Dakota..... | 389 | .2 | 50 | .5 |
| Region IX: | | | | |
| Arkansas..... | 3,333 | 2.1 | 84 | .9 |
| Kansas..... | 1,867 | 1.2 | 130 | 1.4 |
| Missouri..... | 4,678 | 2.9 | 158 | 1.7 |
| Oklahoma..... | 2,579 | 1.6 | 139 | 1.5 |
| Region X: | | | | |
| Louisiana..... | 2,972 | 1.9 | 90 | 1.0 |
| New Mexico..... | 564 | .4 | 10 | .1 |
| Texas..... | 7,898 | 4.9 | 653 | 7.0 |
| Region XI: | | | | |
| Arizona..... | 467 | .3 | 43 | .5 |
| Colorado..... | 1,193 | .7 | 101 | 1.1 |
| Idaho..... | 532 | .3 | 52 | .6 |
| Montana..... | 461 | .3 | 62 | .7 |
| Utah..... | 621 | .4 | 33 | .3 |
| Wyoming..... | 265 | .2 | 21 | .2 |
| Region XII: | | | | |
| California..... | 9,426 | 5.9 | 754 | 8.1 |
| Nevada..... | 181 | .1 | 16 | .2 |
| Oregon..... | 1,567 | 1.0 | 171 | 1.8 |
| Washington..... | 1,990 | 1.3 | 145 | 1.6 |
| Territories: | | | | |
| Alaska..... | 107 | .1 | 10 | .1 |
| Hawaii..... | 661 | .4 | 31 | .3 |

¹ The data on employee accounts established and employer identification numbers assigned, while representing somewhat similar administrative operations, are not necessarily related from an economic viewpoint. Weekly averages are computed for the 5-week period July 26-Aug. 29, 1941.

check, the date indicated and the date of delivery will be the first day of the month succeeding the month for which the benefit is payable. These checks will also bear a notation of the month for which the benefit is payable, e. g., "for September."

Unidentified Wage Items of Small Amounts

Incomplete reporting has always been a perplexing problem in the administration of the old-age and survivors insurance program. In the early years of operation, a significant proportion of the total number of wage items and of corresponding amounts were incompletely reported, that is, were without an account number or had an impossible number.¹ This proportion is declining progressively. As of June 1941, only 2.3 percent of all the 1937-39 wage items processed were incomplete, representing 0.4 percent of total wages. The average value of wages unidentified is \$48.40 as compared with \$149.00, the average value of wages identified. Of total 1940-41 items processed, only 1.2 percent have not yet been identified, representing 0.4 percent of total wages reported. The average value of these unidentified wages is \$89.19 as compared with \$115.47 for wages identified and posted to proper accounts.

Investigation for the purpose of identifying incompletely reported items has been concentrated upon larger items, particularly those above \$100, inasmuch as the larger items would have a greater effect upon the amount of benefits. A study was recently conducted to show what effect incompletely reported items of lesser value, such as those under \$25, have on the attainment of quarters of coverage. This figure was chosen, since \$25 in wages constitutes one-half of the wage amount needed to constitute a quarter of

¹ See Broughton, Phillip S., "Wage Reports Must Be Right," *Social Security Bulletin*, Vol. 3, No. 8 (August 1940), pp. 10-17.

Table 5.—Number of incompletely reported wage items of less than \$25.00 and their effect on quarters of coverage, August 1941¹

| Amount of item | Incompletely reported items reinstated | Employees who would have lost a quarter of coverage if items had not been reinstated | |
|------------------------|---|---|---------|
| | | Number | Percent |
| Total | 5,003 | 62 | 1.24 |
| Less than \$10.00..... | 2,748 | 25 | .91 |
| 10.00-24.99..... | 2,255 | 37 | 1.64 |

¹ Represents a 5-percent sample tabulation for the fourth quarter of 1940, of incomplete items ranging from \$0.01 to \$24.99.

coverage. Of a sample of 5,000 incomplete items of less than \$25 which were reinstated, only 62 resulted in the crediting of additional quarters of coverage to employee accounts (table 5). On the basis of the sample, therefore, 1.2 percent of all employees for whom items were incompletely reported would have lost a quarter of coverage if items had not been reinstated.

An analysis of the number of wage items of less than \$10 in relation to items of a larger amount was made to discover whether the field processing load could be reduced by eliminating the investigation of such items. The study was based on the number of employers reporting incomplete wage items rather than on the number of wage items considered, since the field load is based primarily upon employer contacts and not individual wage items. The results of the study show that the

Table 6.—Number and percentage distribution of employers reporting incomplete wage items, by amount of wage item, August 1941¹

| Amount of item | Number of employers | Percentage distribution |
|--|---------------------|-------------------------|
| Total..... | 11, 243 | 100.00 |
| Less than \$10.00 only..... | 787 | 7.00 |
| 10.00-24.99 only..... | 1, 807 | 13.40 |
| 25.00 and over only..... | 5, 792 | 51.51 |
| At least 1 item of less than 10.00 and 1 of 10.00-24.99..... | 764 | 6.80 |
| At least 1 item of less than 10.00 and 1 of 25.00 or more..... | 1, 064 | 9.47 |
| At least 1 item of 10.00-24.99 and 1 of 25.00 or more..... | 1, 329 | 11.52 |

¹ Represents an 8-percent sample tabulation for the fourth quarter of 1940.

majority of items of less than \$10 are associated with items of a larger amount; the field office therefore would have to consult the employer in any event. If investigation of items of less than \$10 is eliminated, collector letters and employer contacts would be reduced by only 7 percent.

Operations Under the Railroad Retirement Act *

Total net benefits certified to the Secretary of the Treasury in August amounted to \$10.4 million (table 1), approximately the same as in July. Increases in employee and in death-benefit annuities were offset by decreases in pensions, survivor annuities, and lump-sum death benefits. For the first 2 months of the new fiscal year total payments were 5.4 percent larger than for the corresponding 2 months the year before.

New certifications of employee annuities in August numbered 1,556, or 92 more than in July. After adjustments for suspensions and reinstatements, the excess of new certifications over terminations due to death resulted in an increase of 830 in the number of employee annuities in force at the end of the month. The average monthly amount for all employee annuities initially certified in August, including those subject to recertification—27 percent—was \$63.92. The average monthly payment for all employee annuities in force as of August 31 was \$65.72.

A total of 1,746 applications for employee annuities was received in Washington in August, compared with 1,822 in July. For the 2 months the total was 10.4 percent less than for the corresponding 2 months a year ago.

The number of pensions in force declined by 360

from the end of the preceding month. The average pension payable on August 31 was \$58.97.

The number of survivor annuities in force at the end of the month, after minor adjustments, stood at 2,819, and the average monthly payment was \$32.43. The number of death-benefit annuities in force was 704 and the average monthly payment, \$36.22.

Certifications of lump-sum death benefits numbered 1,105 in August compared with 1,315 in July. This decline in new certifications explains the decline of more than 12 percent in total lump-sum death-benefit payments between July and August. The average payment for the August certifications was \$250.17, compared with \$238.86 in July. The average payment of lump-sum death benefits tends to increase as the employee earnings upon which these benefits are based accumulate for the period beginning January 1, 1937.

By August 31, individual records of service and compensation prior to January 1, 1937, for more than 216,000 employees had been verified by employers and transmitted to the Board in completed form under the prior-service project set up last year. While these records must still be processed by the Board to determine the amount of creditable prior service and the average monthly compensation for such service, their availability in this verified form helps greatly to expedite the

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

adjudication of claims. It is estimated that in 40-50 percent of current certifications prior-service credits are being established in whole or in part from these previously verified records.

Credit for Military Service

The Board has established the procedure for verifying and adjudicating claims for military service prior to January 1, 1937, authorized under the amendment of October 8, 1940 (see the Bulletin, November 1940, p. 86) and is now certifying such claims.

To be creditable, military service must have been rendered within a war-service period, which is defined in the act as a period during which the United States was engaged in a war, when the individual was required to continue in service after a war, or when, irrespective of any war, the individual concerned was required by an act of Congress or by a call of the President pursuant to such act to serve in the armed forces.

Military service is creditable only to individuals who are otherwise eligible for prior-service credit under either the 1935 or 1937 acts. The individual must have been in the service of an employer subject to the act prior to his military service, either in the calendar year in which his military service began or in the next preceding calendar year.

Credit for military service may be counted as

a part of prior service, but the combined total of both prior and subsequent service, including military service, may not exceed 30 years. The inclusion of the time spent in military service in an applicant's total service credit may make it possible to grant annuities to some employees who otherwise would not have the 30 years of railroad service required for certain types of annuity under the Railroad Retirement Act, and will provide higher annuities for others, some of whom are already receiving annuities.

The benefits which an individual is receiving under any other act or acts of Congress and which are based in whole or in part on the military service included in his years of service for retirement benefit purposes are deducted from his annuity which is based in part on such service. The annuity under the retirement act is reduced either by the entire amount of the other benefits, or by the proportion which the number of years of credited military service bears to the total years of service, whichever is the smaller reduction.

An individual who has been denied an annuity which could have been granted had military service been included in his years of service must file a new application claiming military-service credit. The beginning date of the annuity will be governed by the date of the new application. The same provision is made if credit for military service would increase an annuity previously

Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, August 1941¹

| Period and administrative action | Total | | Employee annuities | | Pensions to former carrier pensioners | | Survivor annuities | | Death-benefit annuities ² | | Lump-sum death benefits | |
|---|---------|-------------|--------------------|-------------|---------------------------------------|-------------|--------------------|----------|--------------------------------------|----------|-------------------------|----------|
| | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount |
| In force as of July 31, 1941..... | 153,576 | \$9,769,086 | 119,253 | \$7,836,630 | 30,842 | \$1,816,816 | 2,791 | \$90,736 | 690 | \$24,902 | ----- | ----- |
| During August 1941: | | | | | | | | | | | | |
| Initial certifications..... | 1,683 | 103,755 | 1,556 | 99,463 | 1 | 25 | 35 | 1,035 | 91 | 3,230 | ----- | ----- |
| Terminations by death (deduct)..... | 1,155 | 68,908 | 715 | 46,632 | 351 | 19,086 | 10 | 476 | 79 | 2,713 | ----- | ----- |
| In force as of Aug. 31, 1941 ³ | 154,088 | 9,806,551 | 120,083 | 7,892,240 | 30,482 | 1,797,399 | 2,819 | 91,409 | 704 | 25,502 | ----- | ----- |
| Retrospective payments..... | ----- | 401,526 | ----- | 384,654 | ----- | 238 | ----- | 4,575 | ----- | 12,057 | ----- | ----- |
| Lump-sum death benefits..... | 1,105 | 4278,272 | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- | 1,105 | 4278,272 |
| Cancellations and repayments (deduct)..... | ----- | 76,908 | ----- | 50,685 | ----- | 24,901 | ----- | 701 | ----- | 195 | ----- | 425 |
| Total payments (net)..... | ----- | 10,409,441 | ----- | 8,226,209 | ----- | 1,772,736 | ----- | 95,283 | ----- | 37,364 | ----- | 277,846 |

¹ For definitions of classes of payments, see the Bulletin, July 1939, p. 7. Data based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for claims certified or terminated in error or for incorrect amount is made in data for month in which error was discovered and not in which error was made. Cents omitted.

² In a few cases payments are made to more than 1 survivor on account of

death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; practically all terminations are of latter type.

³ After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payments).

⁴ Includes \$1,835 additional payments on claims initially certified in previous months.

Table 2.—Railroad retirement: Claims for prior military-service credit received through June 1941, by selected characteristic

| Characteristic | Number | Percent |
|--|--------|---------|
| Total..... | 861 | 100.0 |
| Annuity applications previously filed ¹ | 687 | 79.8 |
| New annuity applications..... | 174 | 20.2 |
| War-service period claimed: ² | | |
| Spanish-American War..... | 207 | 24.0 |
| World War..... | 491 | 57.1 |
| Both war periods..... | 14 | 1.6 |
| Other and unknown..... | 149 | 17.3 |
| Branch of service: | | |
| Army..... | 749 | 87.1 |
| Navy..... | 55 | 6.4 |
| Marine Corps..... | 9 | 1.0 |
| Coast Guard..... | 2 | .2 |
| Other and unknown..... | 46 | 5.3 |

¹ Of these, 315 or nearly 46 percent have been certified for annuity.

² War-service period is defined in accordance with Board Order 40-676. The Spanish-American War period began Apr. 21, 1898, and ended Aug. 13, 1898. The World War period began Apr. 6, 1917, and ended Nov. 11, 1918.

awarded. Any such increase will begin to accrue not more than 60 days before the filing date of the new application.

The additional costs resulting from the payment of benefits on the basis of military service will not be made a charge on the regular appropriations to the railroad retirement account. Provision is made in the amendment for specific congressional appropriations to cover the additional costs.

The Board implemented the new legislation by issuing on November 28, 1940, an explanation of its provisions. Subsequently, the Board mailed application blanks, together with copies of the Board Order, to more than 45,000 individuals listed on its records who might possibly be eligible for such credit. These persons consisted principally of certified annuitants with annuities based on less than 30 years of credited service; applicants with claims not yet adjudicated for whom 30 years of service had not been reported; and applicants whose claims had previously been denied because they did not have the 30

years' service required for annuities to begin at the age they indicated in their applications. No notice was sent to annuitants with 30 years of service, or to the heirs of annuitants or applicants who had died, since no benefits based on military service are payable in such cases.

By June 30, 1941, the Board had received 861 claims for prior military-service credit (table 2). Of these, 174 or slightly more than 20 percent of the total were in new applications. The other 687 were received from individuals who had previously filed applications and wished them amended; annuities had already been certified for nearly 46 percent of this number.

Of all the claims received through June, 57 percent were for service rendered in the World War, 24 percent for service rendered in the Spanish-American War, and 1.6 percent for service in both wars. Slightly more than 87 percent of the applicants claimed service in the Army, 6.4 percent in the Navy, and 1.2 percent in the Marine Corps and the Coast Guard. The remaining claims either failed to specify the branch of service or were for service not covered by the provisions.

Of the total claims received by the end of June, 613 were received during December and January following the mass circularization of application blanks in November. Since then the number of claims received each month has been relatively small, amounting to fewer than 50 in the months of April, May, and June.

The experience thus far indicates that for some time the Board will receive relatively few annuity applications with claims for military service. Until large numbers of men who served in the World War attain age 65, past military service will be a relatively unimportant factor in determining benefits under the Railroad Retirement Act.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Income Payments to Individuals

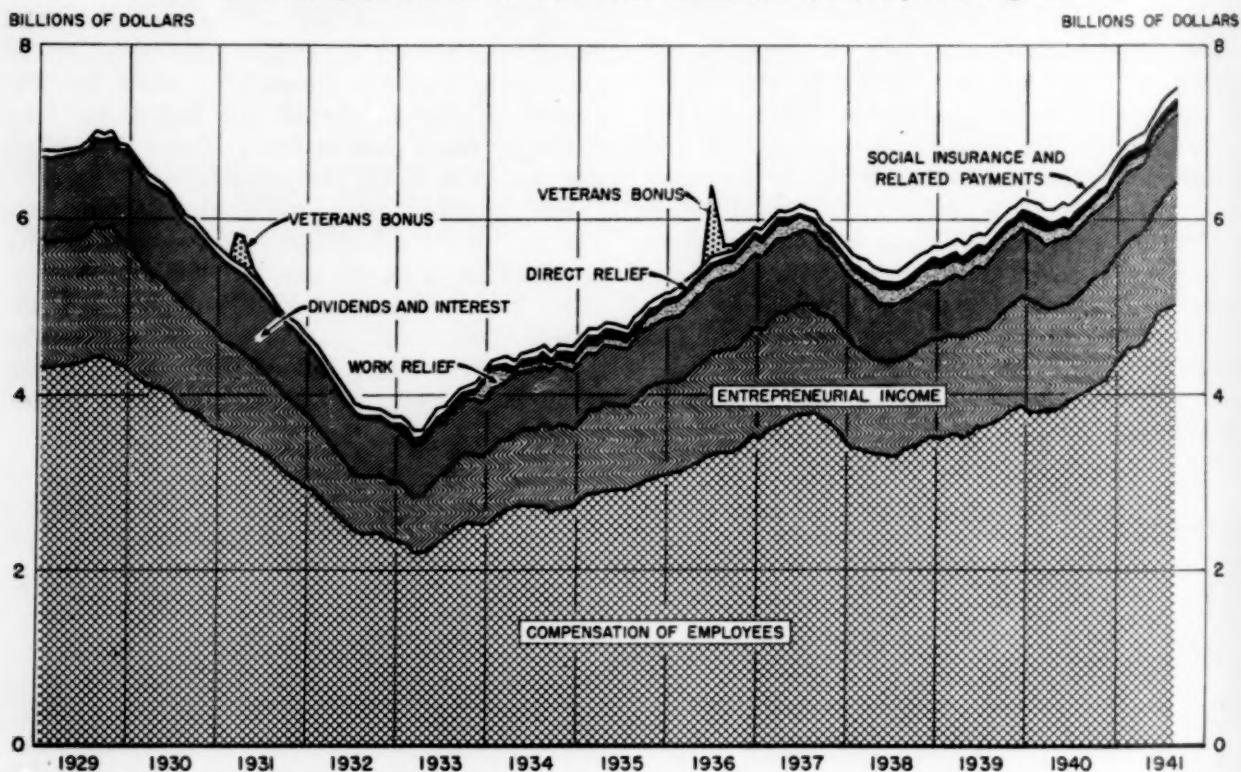
Total income payments to individuals have increased continuously since June 1940, when the defense program was inaugurated. In the 12 months from September 1940–August 1941, the stimulus of this program advanced aggregate income payments 19 percent. Part of the \$1.2 billion increase had been offset by higher prices, but purchasing power had increased at a much faster pace than prices.¹ Consequently the 25-percent increase in compensation of employees in the last year represents a real increase in the purchasing power of wage and salary workers, resulting from a sizable increase in nonagricultural employment and substantial and widespread increases in wage rates. Of all the components of

the income payments, compensation of employees showed the largest percentage increase. Entrepreneurial income and dividends and interest also were characterized by increases—16 and 5.0 percent, respectively. These latter items represent increased income to two major groups; farmers are benefiting from the improvement of market conditions for their products, and business enterprises are receiving greater returns from the expansion in the physical volume of goods and services purchased in both consumer-goods and durable-goods industries specializing in defense production.

Increased industrial activity and the high level of employment were primarily responsible for reductions in total relief and social insurance payments. In August, social insurance and related

¹ U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce, *Survey of Current Business*, September 1941, pp. 3-4.

Chart 1.—Income payments in the continental United States, January 1929–August 1941¹



payments were 12 percent less than in August 1940, largely because of the 49-percent decrease in benefit payments under the unemployment insurance systems. There was a sharp decline of 28 percent in work-relief payments, which was only partially offset by a slight increase of 2.2 percent in direct relief payments.

A slightly larger proportion of total income payments went to wage and salary workers in August than in the corresponding month of 1940. The increase resulted almost entirely from the increasing relative importance of wage and salary payments. Other income payments to wage and salary workers, such as work relief and unemployment compensation, decreased in relative importance.

In August total income payments, compensation of employees, entrepreneurial income, and dividends and interest showed slight increases from the preceding month; the increases ranged from 0.6 to 3.2 percent, with the largest percentage increase in entrepreneurial income and the smallest, in dividends and interest. There was no change

in direct relief payments. Work-relief and social insurance payments declined 7.4 and 2.2 percent, respectively. The social insurance and related payments in this series include—in addition to those presented in the special series of payments under selected social insurance programs, immediately following this discussion—payments under workmen's compensation and under State and local retirement and veterans' pension programs. The effect of industrial activity on the number of beneficiaries under veterans' and State and local retirement systems is probably slight. On the other hand, workmen's compensation benefits tend to increase during periods of great industrial activity, because of an increase in industrial accidents. Consequently payments under the social insurance and related programs represented in this series show a smaller percentage decrease from July levels than is the case with the selected social insurance and related payments. In each series the decrease in total payments was largely a result of a 9.6-percent decrease in payments under State unemployment compensation laws.

Table 1.—Income payments in the continental United States, by specified period, 1936–41¹

[In millions]

| Year and month ² | Total | Compensation of employees ³ | Entrepreneurial income, net rents, and royalties | Dividends and interest | Work relief ⁴ | Direct relief ⁵ | Social insurance and related payments ⁶ | Veterans' bonus |
|-----------------------------|----------|--|--|------------------------|--------------------------|----------------------------|--|-----------------|
| Calendar year: | | | | | | | | |
| 1936..... | \$68,114 | \$39,771 | \$13,533 | \$9,700 | \$2,155 | \$672 | \$856 | \$1,427 |
| 1937..... | 72,213 | 44,344 | 14,586 | 9,762 | 1,639 | 837 | 917 | 128 |
| 1938..... | 66,584 | 40,833 | 13,139 | 8,026 | 2,094 | 1,008 | 1,426 | 58 |
| 1939..... | 71,016 | 44,058 | 13,831 | 8,648 | 1,870 | 1,070 | 1,805 | 34 |
| 1940..... | 75,706 | 47,847 | 14,384 | 9,085 | 1,577 | 1,096 | 1,688 | 29 |
| 1940 | | | | | | | | |
| August..... | 6,335 | 4,028 | 1,180 | 762 | 121 | 90 | 150 | 4 |
| September..... | 6,405 | 4,081 | 1,219 | 765 | 115 | 87 | 136 | 2 |
| October..... | 6,487 | 4,135 | 1,229 | 771 | 127 | 90 | 133 | 2 |
| November..... | 6,534 | 4,179 | 1,245 | 768 | 121 | 90 | 129 | 2 |
| December..... | 6,681 | 4,305 | 1,258 | 763 | 128 | 93 | 132 | 2 |
| 1941 | | | | | | | | |
| January..... | 6,816 | 4,416 | 1,263 | 765 | 131 | 96 | 143 | 2 |
| February..... | 6,909 | 4,538 | 1,243 | 768 | 125 | 96 | 138 | 1 |
| March..... | 6,952 | 4,558 | 1,260 | 771 | 126 | 96 | 140 | 1 |
| April..... | 6,995 | 4,601 | 1,269 | 775 | 121 | 95 | 133 | 1 |
| May..... | 7,197 | 4,778 | 1,298 | 777 | 111 | 95 | 137 | 1 |
| June..... | 7,332 | 4,910 | 1,304 | 785 | 104 | 94 | 134 | 1 |
| July..... | 7,430 | 4,987 | 1,326 | 795 | 94 | 92 | 135 | 1 |
| August..... | 7,517 | 5,037 | 1,368 | 800 | 87 | 92 | 132 | 1 |

¹ Compensation of employees, entrepreneurial income, net rents, and royalties, and dividends and interest adjusted for seasonal variation.

² For annual and monthly figures 1929–40, see the Bulletin, August 1941, table 1, pp. 74–76.

³ Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions.

⁴ Earnings of persons employed by the CCC, NYA, and WPA. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds.

⁵ Payments to recipients under the 3 Federal assistance programs and general relief, and the value of surplus-food stamps issued by the Surplus Marketing Administration under the food stamp plan.

⁶ Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

Source: U. S. Department of Commerce, National Income Division.

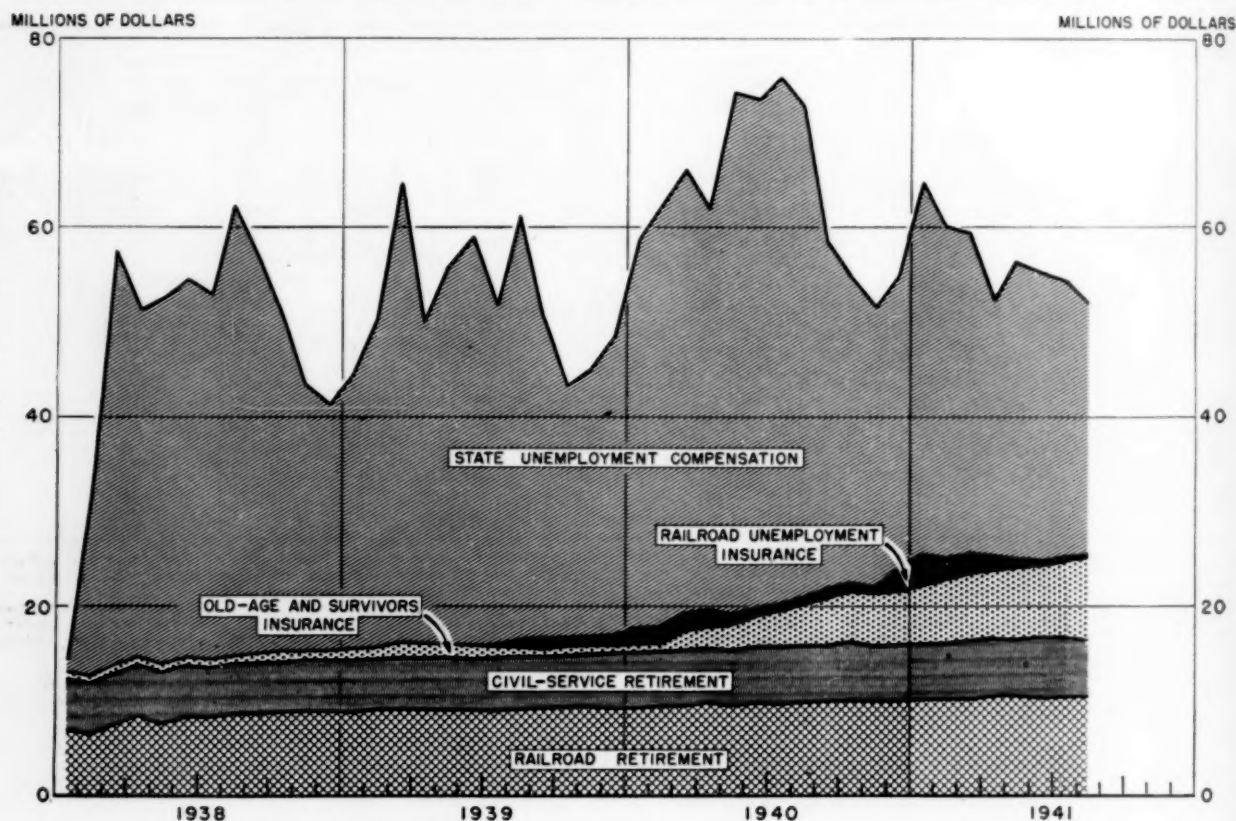
Payments Under Selected Social Insurance and Related Programs

In August, total payments under the selected social insurance and retirement programs included in this series decreased 4.6 percent from the July level and 28 percent from the August 1940 level (chart 1 and table 1). Only once during this period have total monthly payments been as low as the August total of \$52.1 million. Payments under the various retirement and survivor programs showed a slight increase of 0.3 percent, while unemployment insurance payments declined 8.8 percent from July levels. Total retirement and survivors payments have increased continuously for the past 9 months and have become an increasingly important proportion of the aggregate payments—47 percent in August as contrasted with 41 percent in November 1940. The increase in the relative importance of these payments reflects both an absolute increase in the amounts paid out under the retirement and survivor programs and an abso-

lute decline in the amounts paid out under the unemployment insurance programs.

Monthly retirement benefits of \$4.9 million under the old-age and survivors insurance program of the Social Security Act represented an increase of 3.9 percent over the preceding month. These payments are increasing at a faster rate than benefits to annuitants under the older retirement programs. Survivor payments under the old-age and survivors insurance program increased 4.8 percent to \$2.3 million. Payments under the State unemployment compensation laws decreased 9.6 percent to \$26.5 million. Under the Railroad Unemployment Insurance Act, however, benefit payments increased by more than half the July figure. The 55-percent increase in payments under this act represented a reversal of the downward trend in benefit expenditures which began in February. This increase in August does not indi-

Chart 1.—Payments under selected social insurance and retirement programs, January 1938–August 1941



cate an increase in unemployment among railroad workers, however. It reflects both a resumption in the payment of benefits to unemployed workers whose benefit rights were exhausted for the benefit year ended June 30, 1941, but who became eligible for benefits in the new benefit year beginning July 1, 1941, and an increase over July in the number of compensable days of unemployment in registration periods ending within the month.

Lump-sum death payments under the various acts aggregated \$1.8 million in August. Payments of \$1.2 million under the Social Security Act included about \$11,000 paid under the 1935 act. Payments under the 1939 amendments with respect to the deaths of 8,200 covered workers who left no survivor currently entitled to monthly

benefits amounted to more than \$1.1 million. Both the amount of the lump-sum payments and the number of beneficiaries under each of the survivor programs showed decreases.

In general, changes in the number of beneficiaries (table 2) are directly related to changes in the amount of payments. There were a few exceptions, however. The number of annuitants on the rolls of the Civil Service Commission increased slightly, while the total retirement and disability payments showed a slight decrease. Moreover, the average weekly number of beneficiaries under the State unemployment compensation laws was only 6.4 percent less in weeks ended in August than in weeks ended in July, although total benefits in the calendar month declined 9.6

Table 1.—Payments under selected social insurance and retirement programs, by specified period, 1936-41¹

[In thousands]

| Year and month | Total | Retirement and survivor payments | | | | | | | | | Refunds under the Civil Service Commission to employees leaving service ³ | Unemployment insurance payments | | | |
|----------------|----------|----------------------------------|--|--------------------------------------|---------------------------------------|----------------------------------|--------------------------------------|----------------------------------|--------------------------------------|---------------------------------------|--|---------------------------------|---|---|---------|
| | | Total | Monthly retirement payments ² | | | Survivor payments ⁴ | | | | | | Total | State unemployment compensation laws ⁵ | Railroad Unemployment Insurance Act ¹⁰ | |
| | | | Social Security Act ⁶ | Railroad Retirement Act ⁴ | Civil Service Commission ⁸ | Monthly payments | | Lump-sum payments | | | | | | | |
| | | | | | | Social Security Act ⁷ | Railroad Retirement Act ⁴ | Social Security Act ⁸ | Railroad Retirement Act ⁴ | Civil Service Commission ⁹ | | | | | |
| Calendar year: | | | | | | | | | | | | | | | |
| 1936 | \$59,372 | \$56,377 | | \$683 | \$51,630 | | \$2 | | | \$4,062 | \$2,864 | \$131 | | \$131 | |
| 1937 | 105,429 | 99,818 | | 40,001 | 53,694 | | 444 | \$1,278 | | 4,401 | 3,479 | 2,132 | | 2,132 | |
| 1938 | 569,367 | 169,640 | | 96,749 | 56,118 | | 1,400 | 10,478 | \$291 | 4,604 | 3,326 | 396,401 | | 396,401 | |
| 1939 | 626,270 | 187,837 | | 107,282 | 58,331 | | 1,451 | 13,895 | 1,926 | 4,952 | 2,846 | 435,587 | | 429,820 | \$5,767 |
| 1940 | 765,809 | 226,533 | \$21,242 | 114,167 | 62,019 | \$7,617 | 1,448 | 11,734 | 2,496 | 5,810 | 3,277 | 535,999 | 520,110 | | 15,889 |
| 1940 | | | | | | | | | | | | | | | |
| August | 72,751 | 19,723 | 2,339 | 9,639 | 5,238 | 799 | 118 | 857 | 183 | 550 | 338 | 52,690 | 51,701 | | 989 |
| September | 58,366 | 20,472 | 2,681 | 9,696 | 5,254 | 952 | 121 | 1,100 | 253 | 415 | 273 | 37,621 | 36,595 | | 1,026 |
| October | 54,695 | 21,187 | 2,977 | 9,753 | 5,246 | 1,132 | 132 | 1,118 | 236 | 593 | 327 | 33,181 | 32,231 | | 950 |
| November | 51,633 | 20,968 | 3,066 | 9,738 | 5,262 | 1,196 | 124 | 939 | 178 | 465 | 332 | 30,333 | 29,561 | | 772 |
| December | 54,875 | 21,296 | 3,304 | 9,695 | 5,288 | 1,280 | 124 | 982 | 206 | 417 | 286 | 33,293 | 30,887 | | 2,406 |
| 1941 | | | | | | | | | | | | | | | |
| January | 64,840 | 21,929 | 3,603 | 9,739 | 5,312 | 1,393 | 120 | 1,063 | 221 | 478 | 266 | 42,645 | 39,270 | | 3,375 |
| February | 59,859 | 22,532 | 3,757 | 9,899 | 5,307 | 1,602 | 124 | 1,225 | 187 | 431 | 259 | 37,068 | 34,611 | | 2,457 |
| March | 59,371 | 23,194 | 4,030 | 9,792 | 5,360 | 1,762 | 125 | 1,241 | 226 | 658 | 324 | 35,853 | 33,608 | | 2,245 |
| April | 52,344 | 23,595 | 4,185 | 9,960 | 5,392 | 1,828 | 130 | 1,111 | 411 | 578 | 301 | 28,448 | 26,998 | | 1,450 |
| May | 56,486 | 23,680 | 4,386 | 10,003 | 5,401 | 1,928 | 133 | 1,080 | 367 | 382 | 384 | 32,422 | 31,574 | | 848 |
| June | 55,330 | 23,950 | 4,530 | 9,973 | 5,387 | 2,020 | 135 | 1,026 | 242 | 637 | 373 | 31,007 | 30,530 | | 477 |
| July | 54,451 | 24,466 | 4,759 | 9,964 | 5,418 | 2,160 | 131 | 1,179 | 317 | 538 | 337 | 29,648 | 29,293 | | 355 |
| August | 52,054 | 24,537 | 4,945 | 9,999 | 5,406 | 2,264 | 133 | 1,155 | 278 | 357 | 484 | 27,033 | 26,483 | | 550 |

¹ Payments to individual beneficiaries under programs; data exclude cost of administration. For detailed data, see tables in program sections of the Bulletin.

² Represent old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

³ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated for 1940.

⁴ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day.

⁵ Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by the Civil Service Commission. Includes accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of data for

fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

⁶ See footnotes 5 and 8.

⁷ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Distribution by type of benefit partly estimated for 1940.

⁸ Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and beginning January 1940 payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.6 million in 1939, are not survivor payments.

⁹ Amount of checks issued, reported by State agencies to the Bureau of Employment Security.

¹⁰ Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in the same city.

percent. The percentage increase in total benefits paid under the Railroad Unemployment Insurance Act was more than twice as great as the increase in the number of beneficiaries, reflecting the increase in average payments for registration periods ending in the month. In July such payments were low because claimants starting the new benefit year had a higher ratio of uncompensated unemployment as a result of the waiting-period requirements than was the case in August. The percentage decrease in lump-sum payments made by the Civil Service Commission was twice as great as the decrease in the number of beneficiaries receiving such payments.

August was the first month in which monthly beneficiaries under the various retirement and survivor programs outnumbered the current

beneficiaries under the unemployment insurance systems. About 598,000 different individuals were reported as receiving monthly benefits under the former programs as compared with 584,000 under the latter. The 376,000 beneficiaries under the old-age and survivors insurance program include 178,000 retired workers, the wives of 49,000 of these workers and 12,000 of their children under 18, as well as 137,000 survivors of deceased workers or annuitants;¹ they probably represent some 238,000 families. Since no supplementary benefits are provided under the Railroad Retirement Act or the three acts administered by the Civil Service Commission, the 151,000 retired railroad workers and 68,000 retired Government workers represent 219,000 different families.

¹ See table 3, p. 69.

Table 2.—Individuals receiving payments under selected social insurance and retirement programs, by month, August 1940–August 1941

[In thousands]

| Year and month | Retirement and survivor beneficiaries | | | | | | | | Separated employees receiving refunds under the Civil Service Commission ⁹ | Unemployment insurance beneficiaries | |
|----------------|---------------------------------------|--------------------------------------|---------------------------------------|----------------------------------|--------------------------------------|-------------------------------------|-------------------------|---------------------------------------|---|--|---|
| | Monthly retirement beneficiaries | | | Survivor beneficiaries | | | | | | State unemployment compensation laws ¹⁰ | Railroad Unemployment Insurance Act ¹¹ |
| | Social Security Act ¹ | Railroad Retirement Act ² | Civil Service Commission ³ | Monthly beneficiaries | | Lump-sum beneficiaries ⁸ | | | | | |
| | | | | Social Security Act ⁴ | Railroad Retirement Act ⁵ | Social Security Act ⁷ | Railroad Retirement Act | Civil Service Commission ⁶ | | | |
| 1940 | | | | | | | | | | | |
| August..... | 101.6 | 143.0 | 63.8 | 41.8 | 3.1 | 6.7 | 1.0 | 0.5 | 1.6 | 1,121.8 | 31.1 |
| September..... | 115.6 | 143.9 | 64.4 | 49.3 | 3.2 | 8.6 | 1.3 | .4 | 1.6 | 875.4 | 37.8 |
| October..... | 130.9 | 144.9 | 64.6 | 59.1 | 3.2 | 8.6 | 1.1 | .6 | 1.7 | 698.1 | 28.9 |
| November..... | 140.7 | 145.6 | 65.0 | 66.7 | 3.2 | 7.2 | .9 | .7 | 1.5 | 676.1 | 20.3 |
| December..... | 150.6 | 146.0 | 65.2 | 75.1 | 3.3 | 7.3 | 1.0 | .6 | 1.6 | 666.6 | 73.7 |
| 1941 | | | | | | | | | | | |
| January..... | 164.8 | 146.4 | 65.5 | 83.3 | 3.3 | 7.8 | 1.0 | .9 | 1.7 | 825.7 | 77.6 |
| February..... | 175.0 | 147.3 | 65.5 | 92.9 | 3.3 | 9.1 | .8 | .5 | 1.7 | 806.4 | 63.2 |
| March..... | 190.7 | 147.6 | 66.1 | 101.2 | 3.3 | 9.1 | 1.0 | .7 | 1.9 | 761.7 | 55.6 |
| April..... | 200.8 | 148.1 | 66.3 | 108.7 | 3.4 | 8.2 | 1.7 | .6 | 2.0 | 589.6 | 38.5 |
| May..... | 211.1 | 148.9 | 66.8 | 115.8 | 3.4 | 7.9 | 1.5 | .4 | 2.5 | 659.0 | 20.7 |
| June..... | 218.8 | 149.6 | 66.9 | 122.4 | 3.4 | 7.4 | 1.0 | .6 | 2.6 | 682.9 | 11.4 |
| July..... | 229.0 | 150.2 | 67.1 | 129.9 | 3.5 | 8.6 | 1.3 | .6 | 2.5 | 611.1 | 10.0 |
| August..... | 239.2 | 150.6 | 67.5 | 137.1 | 3.5 | 8.5 | 1.1 | .5 | 3.3 | 571.9 | 12.0 |

¹ Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

² Employee annuitants and pensioners on roll at end of month; include disability annuitants.

³ Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and involuntary separations after not less than 15 years' service. Figures not adjusted for suspension of annuities of persons who have returned to work in the War and Navy Departments under the National Defense Act of June 28, 1940, numbering 426 in August 1941.

⁴ Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

⁵ Widows receiving survivor benefits under joint and survivor elections and

next of kin receiving death-benefit annuities for 12 months. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁶ Number of deceased wage earners with respect to whose wage records payments were made to survivors.

⁷ Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

⁸ See footnote 3 for programs covered. Represents survivors of employees who died before retirement age and of annuitants with unexpended balances.

⁹ See footnote 3 for programs covered.

¹⁰ Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

¹¹ Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 15 consecutive days through November 1940 and of 14 days thereafter.

Financial and Economic Data

The first effects of defense production on employment and pay rolls in different localities, as reflected in income payments in 1940, were well diffused, according to the Department of Commerce. In an article presenting the estimates of State income payments in 1940, it is stated that the impact of the program in increasing national income in 1940 "was surprisingly uniform as among the different regions. The evidence is clear, therefore, that the stimulus of defense production was having favorable repercussion on an almost Nation-wide basis."¹

The apparent discrepancy between the centralization of defense contracts about a few focal areas and the widespread effect of the program on income is easily explained. Too much significance should not be attached to the geographic distributions apparent in the published figures on defense contracts, for the following reasons.

The location cited is frequently that of the company's main office, not the establishment where the work is done; in the case of a company whose offices and plants are geographically separated, the initial impact of the contract on employment and income may fall in a region other than that to which the contract is attributed. Moreover, in the case of a plant which receives a defense contract but has to order raw or semi-finished materials from another locality, the secondary contracts for these materials serve to spread the defense work.

Though the actual work may be widely distributed, the big manufacturing States and those with shipbuilding facilities are likely to continue to receive a large share of primary contracts awarded, since defense orders must be related to existing capacities. This influence will probably become of decreasing importance as the program for defense subcontracting becomes more effective.

During the period in which the Navy Department awards were included, the contract and production figures were greatly influenced by activity in the seaboard States, because of the localization of shipbuilding. However, the omission of Navy figures from the published totals of contract awards tends to obscure this emphasis.

¹ Cone, Frederick M., "Income Payments by States," *Survey of Current Business*, Vol. 21, No. 8 (August 1941), p. 11.

This trend, too, may be counterbalanced in part by the recent movement toward the construction on inland waterways of certain types of shipping.

The timing of the contract awards is not the same as the timing of actual expenditures. The award of a ship contract, for example, covers expenditures for perhaps 5 or 6 years; the award of a contract for some thousands of pairs of Army shoes may represent a single expenditure item in a particular month. These differences in the rate at which defense expenditures are made in different localities are not apparent in the contract figures.

In addition to the impact on local activities, the relative timing of expenditures is an important influence in the effect of contract awards on the Nation-wide movements in income and production. It can, of course, be said that employment, pay rolls, and income throughout the country generally have increased as a result of these contracts. The most immediate danger to employment and pay rolls in certain locations, however, is the so-called "priorities" unemployment. Any marked decline in pay rolls attributable to priorities, labor shortages, or economic dislocation of any sort, unless offset by an increase in defense activities, will be reflected later in social security tax receipts.

Receipts and Expenditures

Social security tax receipts accounted for 21 percent of total Federal receipts during July and August 1941, as compared with 18 percent last year (table 1). The relative importance of social security taxes in total Federal receipts will be changed markedly when total receipts are increased through tax legislation recently enacted for defense purposes. The new levies imposed by the Revenue Act of 1941, some of which went into effect on October 1, have been estimated by Treasury experts to raise approximately \$3.5 billion in the next calendar year and to bring total Federal receipts for that period to well over \$13 billion. The lower personal exemptions for individual income taxes will require thousands of individuals to file returns and pay income taxes for the first time.

Collections of \$159.5 million under the Federal Insurance Contributions Act in August represented a new high for any month of operation

under the program and exceeded collections in August 1940 by \$35.7 million (table 2). They were \$9.8 million above those in May, the corresponding month of the previous quarter. The combined total for the 2 months of July and August was \$204.3 million, which already exceeds collections for any other previous 3-month period. These receipts are based mainly on pay rolls in April, May, and June, during which time the

Bureau of Labor Statistics unadjusted index of pay rolls in manufacturing rose from the March level of 131.2 to 152.1 in June. In the first 2 months of the current quarter the upward trend in production and employment continued, although at a slackened rate. Since the same trend is persisting in September, collections in the last quarter of the calendar year 1941 will be at an even higher level.

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936–41

[In millions]

| Period | General and special accounts | | | | | | | | | | Excess receipts (+) or expenditures (–) | Trust accounts, etc., ¹ excess receipts (+) or expenditures (–) | Change in general fund balance | Public debt | | | | |
|-----------------|--------------------------------|------------------------------------|---|-----------|---|---|--|-------------------------------|-------------------------------------|-----------|---|--|--------------------------------|-------------|--|--------------------------------------|-----------------------------|-----------|
| | Receipts of Federal Government | | | | Expenditures ⁴ of Federal Government | | | | | | | | | Total | Old-age and survivors insurance trust fund | Unemployment trust fund ⁵ | Railroad retirement account | All other |
| | Total ¹ | Social security taxes ² | Railroad retirement and unemployment taxes ³ | All other | Total ¹ | Administrative expenses and grants to States ⁴ | Net appropriations and transfers to old-age and survivors insurance trust fund | Under the Social Security Act | Under the Railroad Retirement Board | All other | | | | | | | | |
| | | | | | | | | | | | | | | | | | | |
| Fiscal year: | | | | | | | | | | | | | | | | | | |
| 1936–37 | \$5,294 | \$252 | (⁹) | \$5,042 | \$8,442 | \$183 | \$265 | \$1 | | \$7,993 | –\$3,149 | +\$374 | –\$128 | \$36,425 | \$267 | \$312 | | \$35,846 |
| 1937–38 | 6,242 | 604 | \$150 | 5,488 | 7,626 | 291 | 387 | 3 | \$146 | 6,799 | –1,384 | +306 | –338 | 37,165 | 662 | 872 | \$66 | 35,565 |
| 1938–39 | 5,668 | 631 | 109 | 4,928 | 9,210 | 342 | 503 | * 3 | 107 | 8,255 | –3,542 | +890 | +622 | 40,440 | 1,177 | 1,267 | 67 | 37,929 |
| 1939–40 | 5,925 | 712 | 126 | 5,087 | 9,537 | 379 | 539 | * 8 | 121 | 8,490 | –3,612 | +137 | –947 | 42,968 | 1,738 | 1,710 | 79 | 39,441 |
| 1940–41 | 8,269 | 788 | 144 | 7,337 | 13,372 | 447 | 661 | * 7 | 124 | 12,133 | –5,103 | –148 | +742 | 48,961 | 2,381 | 2,273 | 74 | 44,233 |
| 2 months ended: | | | | | | | | | | | | | | | | | | |
| August 1939 | 728 | 150 | 5 | 573 | 1,629 | 79 | 91 | 1 | 40 | 1,418 | –901 | –157 | –607 | 40,891 | 1,263 | 1,382 | 77 | 38,169 |
| August 1940 | 933 | 171 | 8 | 754 | 1,679 | 99 | 155 | 1 | 46 | 1,378 | –746 | +371 | +563 | 43,905 | 1,728 | 1,808 | 85 | 40,284 |
| August 1941 | 1,009 | 214 | 7 | 788 | 3,327 | 102 | 200 | 2 | 46 | 2,977 | –2,318 | +598 | +240 | 50,921 | 2,361 | 2,479 | 102 | 45,979 |
| 1940 | | | | | | | | | | | | | | | | | | |
| August | 566 | 132 | 7 | 427 | 825 | 34 | 119 | 1 | 26 | 645 | –259 | +320 | +196 | 43,905 | 1,728 | 1,808 | 85 | 40,284 |
| September | 711 | 3 | 26 | 682 | 760 | 17 | 1 | 1 | 10 | 731 | –49 | –158 | –39 | 44,073 | 1,876 | 1,790 | 85 | 40,322 |
| October | 365 | 37 | (⁹) | 328 | 901 | 57 | 32 | (⁹) | | 812 | –536 | –24 | –495 | 44,137 | 1,871 | 1,821 | 85 | 40,360 |
| November | 485 | 133 | 5 | 347 | 940 | 37 | 123 | 1 | 20 | 759 | –455 | +216 | –103 | 44,273 | 1,866 | 1,934 | 85 | 40,388 |
| December | 741 | 4 | 31 | 706 | 1,173 | 19 | 1 | (⁹) | | 1,153 | –432 | –209 | +111 | 45,025 | 2,016 | 1,945 | 85 | 40,979 |
| 1941 | | | | | | | | | | | | | | | | | | |
| January | 372 | 46 | 1 | 325 | 1,142 | 53 | 32 | (⁹) | 10 | 1,047 | –771 | +15 | +97 | 45,877 | 2,006 | 1,974 | 85 | 41,812 |
| February | 674 | 188 | 5 | 481 | 1,208 | 30 | 132 | 1 | 20 | 1,025 | –534 | –3 | –324 | 46,090 | 2,002 | 2,087 | 85 | 41,916 |
| March | 1,567 | 4 | 31 | 1,532 | 1,400 | 36 | (⁹) | 1 | 10 | 1,353 | +167 | –236 | +1,014 | 47,173 | 2,161 | 2,077 | 85 | 42,850 |
| April | 602 | 42 | 1 | 559 | 1,352 | 49 | 37 | 1 | 8 | 1,257 | –750 | +402 | –290 | 47,231 | 2,151 | 2,117 | 85 | 42,878 |
| May | 541 | 157 | 8 | 376 | 1,288 | 35 | 147 | 1 | | 1,105 | –747 | –264 | –521 | 47,721 | 2,146 | 2,254 | 84 | 43,237 |
| June | 1,277 | 4 | 28 | 1,245 | 1,530 | 17 | 1 | 1 | | 1,511 | –252 | –259 | +729 | 48,961 | 2,381 | 2,273 | 74 | 44,233 |
| July | 456 | 47 | 1 | 408 | 1,640 | 60 | 43 | 1 | 46 | 1,490 | –1,185 | +599 | –34 | 49,513 | 2,371 | 2,333 | 108 | 44,701 |
| August | 554 | 167 | 6 | 381 | 1,687 | 43 | 157 | 1 | | 1,486 | –1,133 | –2 | +274 | 50,921 | 2,361 | 2,479 | 102 | 45,979 |

¹ Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

² Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

³ Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

⁴ Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

⁵ Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); also excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other." Also excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social

Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

⁶ Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938–39, \$5.0 million in 1939–40, \$3.4 million in 1940–41, and \$195,000 in 1941–42; also includes \$1,627,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

⁷ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁸ Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

⁹ Less than \$500,000.

¹⁰ Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

The accompanying tabulation shows quarterly averages for three major economic indexes since 1939 and Federal insurance contributions based on pay rolls of the same periods.

| Year and quarter | Index of industrial production ¹ | Index of factory employment ² | Index of factory pay rolls ³ | Federal insurance contributions (in millions) |
|-----------------------|---|--|---|---|
| 1939 | | | | |
| First..... | 99 | 95.9 | 86.9 | \$133.3 |
| Second..... | 100 | 96.4 | 87.0 | 139.5 |
| Third..... | 107 | 99.9 | 90.8 | 141.8 |
| Fourth..... | 125 | 107.5 | 103.9 | 153.1 |
| 1940 | | | | |
| First..... | 114 | 104.8 | 99.6 | 148.6 |
| Second..... | 116 | 102.9 | 98.4 | 161.2 |
| Third..... | 122 | 107.3 | 105.1 | 164.7 |
| Fourth..... | 135 | 114.9 | 118.3 | 162.8 |
| 1941 | | | | |
| First..... | 138 | 117.7 | 126.2 | 170.9 |
| Second..... | 150 | 125.1 | 143.6 | 192.2 |
| Third (2 months)..... | (⁴) | (⁴) | (⁴) | 204.3 |

¹ Based on unadjusted monthly index of Federal Reserve Board; 1935-39=100.

² Based on unadjusted index of U. S. Bureau of Labor Statistics; 1923-25=100.

³ Not available.

The production index rose 8.7 percent from the first quarter of 1941 to the second; the indexes of factory employment and factory pay rolls rose 6.3 and 13.8 percent, respectively, during the same period. As indicated by the first 2 months' receipts, insurance contributions will show approximately an 8-percent rise from the second quarter of 1941 to the third, the corresponding period for this series, since contributions in any quarter are paid with respect to employment during the preceding quarter. Insurance contributions do not show as large a rise as production and pay rolls because they reflect activity in all covered employment, whereas the indexes cover types of enterprise peculiarly sensitive to defense orders. The industrial-production index relates only to manufacturing and mining, and excludes construction, services, trade, finance, transportation, and utilities—groups which are largely represented in insurance contributions. The indexes of employment and pay rolls shown here are even more limited, since they refer solely to manufacturing.

As in July, living costs increased, rising to 106.0 by mid-August, a point 7.5 percent higher than that of August 1939 when war broke out in Europe. More than 5 percent of this increase has occurred since the beginning of 1941. During the past month, food and clothing costs showed the greatest advance.

Bulletin, October 1941

Collections under the Federal Unemployment Tax Act amounted to \$7.5 million in August, a decrease of 8.1 percent from August 1940 (table 2). For the 8-month period ended August 31, 1941, these taxes equaled \$86.9 million, as compared with \$93.5 million in the same period of 1940. The decrease is explained primarily by the fact

Table 2.—Social insurance taxes under selected programs, by specified period, 1936-41

[In thousands]

| Period | Old-age and survivors insurance | | Unemployment insurance | | |
|--|--|---|---|---|--|
| | Federal insurance contributions ¹ | Taxes on carriers and their employes ² | State unemployment contributions ³ | Federal unemployment taxes ⁴ | Railroad unemployment insurance contributions ⁵ |
| Cumulative through August 1941..... | \$2,738,698 | \$524,152 | \$3,835,899 | \$463,634 | \$117,952 |
| Fiscal year: | | | | | |
| 1936-37..... | 194,346 | 345 | (⁶) | 57,751 | ----- |
| 1937-38..... | 514,406 | 180,132 | (⁶) | 90,104 | ----- |
| 1938-39..... | 530,358 | 109,257 | 803,007 | 100,869 | ----- |
| 1939-40..... | 604,694 | 120,967 | 853,955 | 107,523 | 49,167 |
| 1940-41..... | 690,555 | 136,942 | 888,442 | 97,677 | 68,162 |
| 2 months ended: | | | | | |
| August 1939..... | 139,259 | 5,143 | 199,460 | 10,733 | ----- |
| August 1940..... | 161,893 | 7,582 | 200,121 | 8,636 | 1,192 |
| August 1941..... | 204,340 | 6,509 | 254,029 | 9,711 | 623 |
| 1940 | | | | | |
| August..... | 123,829 | 7,052 | 95,623 | 8,132 | 1,180 |
| September..... | 2,759 | 24,587 | 7,861 | 584 | 15,065 |
| October..... | 34,500 | 366 | 115,721 | 2,747 | 22 |
| November..... | 125,124 | 4,804 | 85,117 | 7,968 | 868 |
| December..... | 3,141 | 29,166 | 12,464 | 558 | 16,331 |
| 1941 | | | | | |
| January..... | 33,923 | 604 | 129,532 | 12,082 | 44 |
| February..... | 134,433 | 5,414 | 88,561 | 53,475 | 569 |
| March..... | 2,588 | 28,951 | 6,867 | 918 | 16,739 |
| April..... | 39,228 | 1,371 | 127,940 | 2,447 | 70 |
| May..... | 149,679 | 7,979 | 105,763 | 7,453 | 957 |
| June..... | 3,286 | 25,120 | 8,495 | 780 | 16,306 |
| July..... | 44,815 | 872 | 146,570 | 2,234 | 50 |
| August..... | 159,525 | 5,638 | 107,460 | 7,477 | 573 |

¹ Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

² Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 57, table 8, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105.9 million as of Aug. 31, 1941, are not deducted. Figures reported by State agencies, corrected to Aug. 31, 1941.

⁴ Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

⁵ Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures on p. 80, table 1, which represent only the 10 percent deposited with the Treasury.

⁶ Not available.

⁷ Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to Federal Government.

that, beginning with 1940 pay rolls, the taxes were limited to the first \$3,000 of a worker's wages or salary. Decreases from the comparable 8-month period of 1940 occurred in internal revenue collection districts in 17 States. In this group were seven States which did not make collections under their State laws in 1939 on wages in excess of \$3,000; however, taxes at the full 3-percent Federal rate on amounts in excess of \$3,000 were included in the Federal unemployment tax col-

Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1940-42¹

[In thousands]

| Item | Fiscal year 1940-41 | | Fiscal year 1941-42 | |
|---|-----------------------------|--|-----------------------------|--|
| | Appropriations ² | Expenditures through August ³ | Appropriations ² | Expenditures through August ³ |
| Total..... | \$440,894 | \$98,593 | \$463,829 | \$102,487 |
| Administrative expenses..... | 27,694 | 5,340 | 26,129 | 5,385 |
| Federal Security Agency, Social Security Board ⁴ | 27,220 | 4,345 | 25,655 | 4,191 |
| Department of Labor, Children's Bureau..... | 364 | 64 | 364 | 63 |
| Department of Commerce, Bureau of the Census..... | 110 | 26 | 110 | 17 |
| Department of the Treasury ⁵ | (⁶) | 905 | (⁶) | 1,114 |
| Grants to States..... | 413,200 | 93,253 | 437,700 | 97,102 |
| Federal Security Agency..... | 402,000 | 90,931 | 426,500 | 95,579 |
| Social Security Board..... | 391,000 | 88,455 | 415,500 | 92,876 |
| Old-age assistance..... | 245,000 | 57,350 | 270,000 | 59,357 |
| Aid to dependent children..... | 75,000 | 13,986 | 74,000 | 14,784 |
| Aid to the blind..... | 10,000 | 1,631 | 9,000 | 1,728 |
| Unemployment compensation administration..... | 61,000 | 7 15,489 | 62,500 | 7 17,008 |
| Public Health Service: Public health work..... | 11,000 | 2,476 | 11,000 | 2,703 |
| Department of Labor, Children's Bureau..... | 11,200 | 2,322 | 11,200 | 1,523 |
| Maternal and child health services..... | 5,820 | 1,166 | 5,820 | 865 |
| Services for crippled children..... | 3,870 | 782 | 3,870 | 321 |
| Child welfare services..... | 1,510 | 373 | 1,510 | 337 |

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$113,000 was appropriated for 1940-41 and \$112,000 for 1941-42 for administration in the Office of Education, and \$2 million for 1940-41 and \$2,650,000 for 1941-42 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,625,000 for 1940-41 and \$1,665,000 for 1941-42 in addition to grants to States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year. Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

³ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act.

⁴ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁵ Not available.

⁶ Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3 million was appropriated for 1940-41 and \$3,100,000 for 1941-42.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

lections during 1940. Of the seven States, New York alone accounted for a decline of \$7.1 million in 1941 collections, while the remaining six showed a total decline of \$933,000.

State unemployment contributions, which are larger in volume and more significant in their seasonal and cyclical fluctuations, showed a rise of 14 percent for the first 8 months of 1941 as compared with the corresponding period of 1940, despite the fact that in 1941 many States changed the contribution rate to agree with the \$3,000 maximum in the Federal act. Like Federal insurance contributions, the increase in these receipts reflects the improved employment and payroll conditions.

Federal expenditures during the first 2 months of the fiscal year amounted to \$3,327 million, almost twice as much as similar expenditures in July and August of 1940 (table 1). Expenditures under the Social Security Act and the Railroad Retirement Board during July and August accounted for 10.5 percent of this total in 1941 as compared with 17.9 percent in 1940. The decline in proportion in 1941 results from the large increase in other Government expenditures occasioned by defense requirements. Grants to States and administrative expenses under the Social Security Act for the current fiscal year amounted to \$102.5 million, an increase of \$3.9 million over the corresponding period of last year (table 3). Grants to States for old-age assistance accounted for \$2.0 million of this increase, and grants for unemployment compensation administration accounted for \$1.5 million.

Old-Age and Survivors Insurance Trust Fund

Total assets of the old-age and survivors insurance trust fund increased \$149 million in August, reflecting the large amount of contributions appropriated to the trust fund (table 4). Although total assets were at the highest level since the introduction of the program, investments held were \$10 million less than those of the preceding month and \$20 million less than those held at the end of the fiscal year 1940-41.

Appropriations of \$159.5 million in August were made available to the trust fund. This amount, equal to tax collections under the Federal Insurance Contributions Act, was credited to the fund account, pending the usual end-of-quarter investment in special Treasury notes. During August,

3-percent special Treasury notes amounting to \$10 million were redeemed, and the resulting cash was made available to the disbursing officer; the accrued interest on these notes, \$40,000, was credited to the fund account.

Benefit payments under the old-age and survivors insurance program, on a checks-cashed basis, continued to rise and amounted to \$7.9 million in August, an increase of 5.9 percent over the preceding month.

Railroad Retirement Account

In August \$6.0 million of Treasury notes were sold and made available for benefit payments, which amounted to \$10.3 million (table 5). Total assets of the account at the end of August amounted to \$207.3 million, consisting of \$101.9 million in Treasury notes, \$10.9 million in cash credited to the disbursing officer, and \$94.5 million credit in the general fund of the Treasury.

Unemployment Trust Fund

Deposits in State accounts in the unemployment trust fund were \$175.9 million in August,

the highest for any month since the program began (table 6). Deposits for the first 2 months of the current fiscal year, based on collections with respect to employment in April, May, and June, totaled \$253.9 million, a record amount for the first 2 months of a quarter and an increase of 9.1 percent over deposits in the first 2 months of the previous quarter. Withdrawals for benefit payments during the month continued their downward trend and fell below \$25 million, the smallest amount for any month since October 1939. In August 1940, \$52 million was withdrawn. For the first 8 months of 1941, State withdrawals for benefit payments were 36 percent less than in the corresponding period of 1940. The effect of mass lay-offs in specified industries because of priority shortages, not yet apparent in the withdrawal data, may be offset by expected seasonal increases in employment in trade and the Government program to reabsorb displaced workers in other industries.

Deposits in the railroad unemployment insurance account amounted to \$516,000 during the month. Benefit payments of \$487,000 to railroad

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-41
[In thousands]

| Period | Receipts ¹ | | Expenditures | | Special Treasury notes acquired ² | | Assets | | |
|-------------------------------------|---|--------------------------------|-------------------------------|---|--|-------------|---|--|-------------------------------|
| | Contributions appropriated to trust fund ³ | Interest received ⁴ | Benefit payments ⁵ | Reimbursement for administrative expenses | Special Treasury notes acquired ² | | Cash with disbursing officer at end of period | Credit of fund account at end of period ⁶ | Total assets at end of period |
| | | | | | 3-percent | 2½-percent | | | |
| Cumulative through August 1941..... | \$892,481 | \$143,122 | \$114,840 | \$43,531 | \$1,032,500 | \$1,328,100 | \$15,400 | \$206,231 | \$2,582,231 |
| Fiscal year: | | | | | | | | | |
| 1936-37..... | | 2,262 | 27 | | 267,100 | | 73 | 62 | 267,235 |
| 1937-38..... | | 15,412 | 5,404 | | 395,200 | | 1,931 | 113,012 | 777,243 |
| 1938-39..... | | 26,951 | 13,892 | | 514,900 | | 3,036 | 66 | 1,180,302 |
| 1939-40..... | | 42,489 | 15,805 | | 236,000 | 324,900 | 6,098 | 500 | 1,744,698 |
| 1940-41..... | 688,141 | 55,958 | 64,342 | 26,840 | -360,700 | 1,003,200 | 10,778 | 6,238 | 2,397,615 |
| 2 months ended: | | | | | | | | | |
| August 1939..... | | | 2,711 | | 86,000 | | 5,325 | 459,067 | 1,727,591 |
| August 1940..... | 169,477 | 27 | 6,682 | 4,442 | -10,000 | | 9,413 | 155,565 | 1,893,078 |
| August 1941..... | 204,340 | 49 | 15,371 | 4,403 | -20,000 | | 15,400 | 206,231 | 2,582,231 |
| 1940 | | | | | | | | | |
| August..... | 121,413 | 17 | 3,565 | 2,221 | -5,000 | | 9,413 | 155,565 | 1,893,078 |
| September..... | 2,761 | 77 | 3,878 | 2,221 | -11,500 | 159,000 | 10,370 | 3,848 | 1,889,817 |
| October..... | 34,500 | 42 | 4,942 | 2,407 | -5,000 | | 10,426 | 35,985 | 1,917,011 |
| November..... | 125,124 | 54 | 4,783 | 2,407 | -5,000 | | 10,640 | 158,760 | 2,035,000 |
| December..... | 3,141 | 171 | 5,169 | 2,438 | -12,100 | 163,000 | 10,416 | 3,789 | 2,030,706 |
| 1941 | | | | | | | | | |
| January..... | 33,923 | 164 | 5,422 | 2,095 | -10,000 | | 14,992 | 35,783 | 2,057,275 |
| February..... | 134,433 | 96 | 5,887 | 2,095 | -5,000 | | 14,101 | 168,221 | 2,183,822 |
| March..... | 2,588 | 241 | 6,718 | 2,126 | -11,200 | 171,000 | 12,262 | 4,246 | 2,177,808 |
| April..... | 39,228 | 239 | 6,751 | 2,203 | -10,000 | | 15,506 | 41,514 | 2,208,321 |
| May..... | 149,679 | 131 | 6,975 | 2,203 | -5,000 | | 13,527 | 189,126 | 2,348,983 |
| June..... | 3,286 | 54,715 | 7,135 | 2,203 | -275,900 | 510,200 | 10,778 | 6,238 | 2,397,615 |
| July..... | 44,815 | 9 | 7,465 | 2,201 | -10,000 | | 13,310 | 48,564 | 2,432,774 |
| August..... | 159,525 | 40 | 7,906 | 2,201 | -10,000 | | 15,400 | 206,231 | 2,582,231 |

¹ Transfers to trust fund from appropriations totaled \$1,705 million as of June 30, 1940; for fiscal year 1936-37, \$265 million was transferred; for 1937-38, \$887 million; for 1938-39, \$503 million; and for 1939-40, \$550 million.

² Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

³ Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

⁴ Based on checks cashed and returned to the Treasury.

⁵ Minus figures represent notes redeemed.

⁶ Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

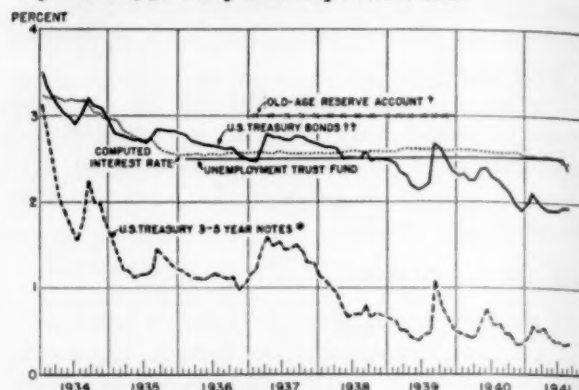
workers showed a rise from the previous month for the first time this year. This rise is due to the fact that the Railroad Unemployment Insurance Act as amended provides for a uniform benefit year beginning in July, the effect of which was not felt until August.

The large excess of receipts by the unemployment trust fund over withdrawals led to an addition of \$146 million in investments, bringing total investments to \$2,479 million. These investments are exclusively in the form of unemployment trust fund certificates of indebtedness and, to date, have always earned interest at the rate of 2.5 percent.

In August the computed or average rate of interest on the public debt fell below 2.5 percent for the first time since the creation of the social security trust funds. The August rate of 2.480 is attributable primarily to the change in composition of the public debt occasioned by the large sales of tax anticipation certificates, which carry a rate of interest below the former average on the public debt. Any decline in the rate of interest on the public debt, however small, facilitates Treasury borrowing for defense at low rates, an important factor in defense financing.

The Social Security Act provides that special

Chart 1.—Average yields on United States obligations and the computed rate of interest on the public debt, by month, January 1934–September 1941



†From Jan. 1, 1940, the interest rate on special obligations held by the old-age and survivors insurance trust fund is the same as that for the unemployment trust fund certificates.

‡All Treasury bonds except those due or callable within 12 years.

*Refers to tax-exempt notes only.

issues to the two social security trust funds shall bear interest at a rate equal to the average rate of interest on the entire interest-bearing public debt outstanding at the end of the month next preceding the date of the special issue. It is further provided that, if this rate is not a multiple of $\frac{1}{4}$ of 1 percent, the rate on these special obligations becomes that multiple of $\frac{1}{4}$ of 1 percent next

Table 5.—Status of the railroad retirement account, by specified period, 1936–41

[In thousands]

| Period | Receipts | | | Transfers from appropriation to trust fund | Benefit payments ¹ | Assets at end of period | | | |
|-------------------------------------|---------------------|-------------------|-----------|--|-------------------------------|--------------------------|---|---------------------------------|-----------|
| | Amount appropriated | Interest received | Total | | | 3-percent Treasury notes | To credit of appropriation ² | To credit of disbursing officer | Total |
| Cumulative through August 1941..... | \$ 639,350 | \$8,454 | \$647,804 | \$544,850 | \$440,505 | \$101,850 | \$94,531 | \$10,919 | \$207,299 |
| Fiscal year: | | | | | | | | | |
| Through June 1938..... | 146,500 | 1,411 | 147,911 | 146,406 | 79,849 | 66,200 | 234 | 1,628 | 68,062 |
| 1938-39..... | 118,250 | 2,202 | 120,452 | 107,094 | 105,774 | 67,200 | 13,206 | 2,334 | 82,740 |
| 1939-40..... | 120,150 | 2,283 | 122,433 | 120,650 | 113,099 | 79,400 | 10,847 | 1,826 | 92,073 |
| 1940-41..... | 113,600 | 2,534 | 116,134 | 124,350 | 121,174 | 74,000 | 2,503 | 10,530 | 87,033 |
| 1941-42 (through August)..... | 140,850 | 25 | 140,875 | 46,350 | 20,609 | 101,850 | 94,531 | 10,919 | 207,299 |
| 1940 | | | | | | | | | |
| August..... | | | | 26,000 | 9,892 | 85,400 | 87,450 | 22,173 | 195,023 |
| September..... | | | | 10,000 | 9,907 | 85,400 | 77,451 | 22,176 | 185,026 |
| October..... | \$ -9,000 | | -9,000 | 0 | 10,028 | 85,400 | 68,453 | 12,147 | 166,000 |
| November..... | | | | 20,000 | 10,028 | 85,400 | 48,454 | 22,118 | 155,972 |
| December..... | | | | 0 | 10,028 | 85,400 | 48,455 | 12,089 | 145,944 |
| 1941 | | | | | | | | | |
| January..... | | | | 10,000 | 9,989 | 85,400 | 38,456 | 12,099 | 135,955 |
| February..... | | | | 20,000 | 9,947 | 85,400 | 18,458 | 22,151 | 126,008 |
| March..... | | | | 10,000 | 10,258 | 85,400 | 8,459 | 21,891 | 115,750 |
| April..... | | | | 8,350 | 10,391 | 85,400 | 111 | 19,848 | 105,359 |
| May..... | | 37 | 37 | 0 | 10,516 | 84,000 | 49 | 10,831 | 94,879 |
| June..... | | 2,497 | 2,497 | 0 | 10,343 | 74,000 | 2,803 | 10,530 | 87,033 |
| July..... | 140,850 | | 140,850 | 46,350 | 10,295 | 107,850 | 94,504 | 15,234 | 217,588 |
| August..... | | 25 | 25 | 0 | 10,314 | 101,850 | 94,531 | 10,919 | 207,299 |

¹ Based on checks cashed and returned to the Treasury.

² Represents balances in appropriation and trust fund accounts including net credit from adjustments such as cancellations and repayments.

³ Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

lower than the computed rate of interest. Therefore, any such obligations acquired by the funds

in September will bear an interest rate of 2.375 percent.

Table 6.—Status of the unemployment trust fund, by specified period, 1936–41¹

[In thousands]

| Period | Total assets at end of period | Special Treasury certificates acquired ¹ | Unexpended balance at end of period | Undistributed interest at end of period ² | State accounts | | | | Railroad unemployment insurance account | | | | |
|--------------------------------|-------------------------------|---|-------------------------------------|--|----------------|-------------------|--------------------------|--------------------------|---|-----------|-------------------|------------------|--------------------------|
| | | | | | Deposits | Interest credited | Withdrawals ⁴ | Balance at end of period | Transfers from State accounts | Deposits | Interest credited | Benefit payments | Balance at end of period |
| Cumulative through August 1941 | \$2,488,016 | \$2,479,000 | \$9,016 | \$7 | \$3,875,256 | \$128,255 | \$1,709,041 | \$2,294,470 | \$105,901 | \$106,157 | \$3,261 | \$33,190 | \$193,538 |
| Fiscal year: | | | | | | | | | | | | | |
| 1936-37..... | 312,389 | 293,386 | 94 | | 291,703 | 2,737 | 1,000 | 312,389 | | | | | |
| 1937-38..... | 884,247 | 559,705 | 12,247 | | 747,060 | 15,172 | 190,975 | 884,247 | | | | | |
| 1938-39..... | 1,280,539 | 395,000 | 13,539 | | 811,251 | 26,837 | 441,795 | 1,280,539 | | | | | |
| 1939-40..... | 1,724,862 | 443,000 | 14,862 | | 859,864 | 37,524 | 484,764 | 1,693,164 | 1,801 | 44,249 | 202 | 14,552 | 31,699 |
| 1940-41..... | 2,283,658 | 563,000 | 10,658 | | 892,023 | 45,893 | 537,343 | 2,093,737 | \$104,100 | 61,347 | 3,059 | 17,784 | \$189,921 |
| 2 months ended: | | | | | | | | | | | | | |
| August 1939..... | 1,410,448 | 115,000 | 28,448 | 15 | 196,820 | | 81,335 | 1,396,024 | 344 | | | 934 | 14,410 |
| August 1940..... | 1,817,015 | 98,000 | 9,015 | 20 | 200,414 | | 108,151 | 1,785,427 | \$414 | 1,073 | | 1,617 | 31,569 |
| August 1941..... | 2,488,016 | 206,000 | 9,016 | 7 | 253,898 | | 53,164 | 2,294,470 | 0 | 561 | | 853 | 193,538 |
| 1940 | | | | | | | | | | | | | |
| August..... | 1,817,015 | 85,000 | 9,015 | 20 | 141,574 | | 51,741 | 1,785,427 | 0 | 1,062 | | 925 | 31,569 |
| September..... | 1,802,082 | —18,000 | 12,082 | | 9,278 | 133 | 80,414 | 1,714,424 | 43,549 | 13,558 | 3 | 1,020 | 87,659 |
| October..... | 1,824,962 | 31,000 | 3,962 | 68 | 56,741 | | 82,994 | 1,688,171 | 50,016 | 21 | | 973 | 136,723 |
| November..... | 1,939,111 | 113,000 | 5,111 | 68 | 143,023 | | 29,863 | 1,801,331 | 1,014 | 781 | | 806 | 137,712 |
| December..... | 1,957,977 | 11,300 | 12,677 | | 12,819 | 21,509 | 30,826 | 1,804,833 | 1,452 | 14,696 | 1,016 | 1,733 | 153,144 |
| 1941 | | | | | | | | | | | | | |
| January..... | 1,995,108 | 29,000 | 20,808 | 12 | 68,204 | | 38,001 | 1,835,036 | 2,462 | 40 | | 3,085 | \$100,061 |
| February..... | 2,100,651 | 113,000 | 13,351 | 12 | 145,649 | | 40,426 | 1,940,259 | 2,467 | 512 | | 2,650 | 160,381 |
| March..... | 2,092,339 | —10,000 | 15,039 | | 13,141 | 54 | 34,042 | 1,919,412 | 0 | 15,064 | 5 | 2,522 | 172,928 |
| April..... | 2,126,553 | 40,000 | 9,253 | 106 | 66,517 | | 33,440 | 1,952,489 | \$2,695 | 63 | | 1,728 | 173,958 |
| May..... | 2,263,477 | 137,000 | 9,177 | 106 | 166,135 | | 29,017 | 2,089,607 | 31 | 863 | | 1,088 | 173,764 |
| June..... | 2,283,658 | 18,700 | 10,658 | | 10,102 | 24,197 | 30,169 | 2,093,737 | 0 | 14,674 | 2,037 | 554 | 189,921 |
| July..... | 2,336,948 | 60,000 | 3,948 | 7 | 77,970 | | 28,276 | 2,143,431 | 0 | 45 | | 366 | \$193,509 |
| August..... | 2,488,016 | 146,000 | 9,016 | 7 | 175,928 | | 24,889 | 2,294,470 | 0 | 516 | | 487 | \$193,538 |

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Minus figures represent certificates redeemed.
³ Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

⁴ Includes transfers to railroad unemployment insurance account.

⁵ Includes amounts certified by the Social Security Board to the Secretary of the Treasury in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

⁶ Includes transfers from railroad unemployment insurance administration fund in accordance with amendments of Oct. 10, 1940, to the Railroad Unemployment Insurance Act amounting to \$7.5 million in January 1941, \$3.9 million in July 1941, and \$667 in August.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Recent Publications in the Field of Social Security

GENERAL

CANADA. BUREAU OF STATISTICS. *Family Income and Expenditure in Canada, 1937-1938; A Study of Urban Wage-Earner Families, Including Data on Physical Attributes*. Ottawa: King's Printer, 1941. 210 pp.

MAXWELL, J. A. "Canadian Dominion-Provincial Relations." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 55, No. 4 (August 1941), pp. 584-610.

A review of the work of the Canadian Royal Commission on Dominion-Provincial Relations.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *The Economic Almanac for 1941-42; A Handbook of Useful Facts About Business, Labor and Government in the United States and Other Areas*. New York: The Board, 1941. 451 pp.

The second issue of an annual publication "designed to meet the need for a compact, convenient handbook containing the most significant and trustworthy statistical and other data useful to business executives, labor leaders, educators, students, journalists, and other citizens concerned with discussion and action in connection with current economic problems." Contains sections on government organization and defense activities, industrial and labor relations, and business conditions and economic developments. Summary data on the social security programs and on employment and unemployment are included.

NUGENT, ROLF. *Guns, Planes, and Your Pocketbook*. New York: Public Affairs Committee, 1941. 31 pp. (Public Affairs Pamphlet No. 59.)

A discussion of living standards as affected by the defense program of the United States.

"Paul V. McNutt Becomes Director of Health, Welfare and Related Activities." *Journal of the American Medical Association*, Chicago, Vol. 117, No. 11 (Sept. 13, 1941), p. 938.

PENNSYLVANIA. GENERAL ASSEMBLY. JOINT STATE GOVERNMENT COMMISSION. *Report . . . on the Organization and Administration of Pennsylvania's State Government*. Harrisburg, January 1941. 3,215 pp. Processed.

Supplement . . . Recommendations. Harrisburg, January 1941. 110 pp. Processed.

PERKINS, FRANCES. "Eight Years as Madame Secretary." *Fortune*, Vol. 24, No. 3 (September 1941), pp. 77-79 ff.

RIESMAN, DAVID, JR. "The American Constitution and International Labour Legislation." *International Labour Review*, Montreal, Vol. 44, No. 2 (August 1941), pp. 123-193.

A historical outline of decisions of the United States Supreme Court dealing with working conditions, social insurance, and related matters.

STEIN, OSWALD. "Building Social Security." *International Labour Review*, Montreal, Vol. 44, No. 3 (September 1941), pp. 247-274.

The chief of the social insurance section of the International Labor Office discusses the characteristics and functions of the various types of social security services. The social insurance systems of several European and South American countries are cited.

WATT, ROBERT J. "Security for Tomorrow." *American Federationist*, Washington, Vol. 48, No. 9 (September 1941), pp. 18-19.

The recommendations of the American Federation of Labor Committee on Social Security concerning social insurance, health services, and general relief.

WOOFER, T. J., JR. *Community Problems in Defense Areas*. Chicago: American Public Welfare Association, 1941. 15 pp.

Some aspects of the various types of defense migration as they affect expanding communities, with comments on possible future problems and needs.

OLD-AGE AND SURVIVORS INSURANCE

GENERAL WELFARE FEDERATION OF AMERICA, INC. *Economic Security in the Sunset of Life by Means of the General Welfare Act Amendments to the Social Security Act*. Rev. Washington: The Federation, 1941. 36 pp.

Includes the text of the proposed General Welfare Act, H. R. 1410, to provide pensions of \$30 monthly for all persons over 60.

INSURANCE RESEARCH AND REVIEW SERVICE, INDIANAPOLIS. *A Study of Pension and Other Employees Trusts*. Indianapolis: The Service, 1941. 56 pp.

Presents the case for the adoption by management of retirement, profit-sharing, compulsory savings, or other benefit plans, and describes a number of such "incentive programs."

U. S. CONGRESS. SENATE. SPECIAL COMMITTEE TO INVESTIGATE THE OLD-AGE PENSION SYSTEM. *Preliminary Report . . .* Washington: U. S. Government Printing Office, 1941. 46 pp. (77th Cong., 1st sess., S. Rept. 666, Aug. 28, 1941.)

Contains the majority report of the Committee recommending a general pension system of \$30 monthly at age 60. Includes discussions of the problem of dependency, criticisms of the present programs of old-age security, and methods of raising 4 billion dollars—the estimated cost of the proposed pension program. Also contains the minority views of Senator Theodore Francis Green recommending a gradual liberalization, to be accomplished along the general lines advocated by the Social Security Board. A draft bill embodying the majority recommendations is included, and also a statistical appendix.

EMPLOYMENT SECURITY

All-Out Defense Job Training; A Call to Dynamic Action; Occupational Education Tour for School Superintendents, 1941. Los Angeles, June 1941. 48 pp. (May be ordered from Edwin A. Lee, Dean, School of Education, University of California, Los Angeles.)

A review of defense training needs, detailed suggestions to schools for meeting the present emergency, and a discussion of the long-range program of education for work. The appendix gives the text of recommendations, standards, defense occupations, and instructions issued by Federal agencies. Includes bibliographical and related data.

BURNS, EVELINE M. *British Unemployment Programs, 1920-1938; A Report Prepared for the Committee on Social Security.* Washington: Social Science Research Council, Committee on Social Security. 1941. 385 pp.

A detailed study of the development of British unemployment insurance and supplementary relief systems since 1920. It deals first with the period from 1920 to 1931, when the unemployment insurance system was expanded and also served as the chief instrument of unemployment relief. The restricted insurance program and the separately financed system of "transitional payments" which were in operation from 1931 to 1935 are then studied. The account of the period from 1935 to 1938 covers the adoption, organization, and general adequacy of the present program of insurance supplemented by unemployment assistance. Includes a general account of the legislative and policy developments and of the nature of the public assistance system. Also includes comprehensive bibliographical footnotes and appendixes dealing with the statistical and financial aspects of the subject.

CALIFORNIA. DEPARTMENT OF EMPLOYMENT. *Characteristics of California Unemployment Insurance Claimants in 1940.* Place not given, Aug. 11, 1941. 25 pp. Processed. (Report 336, No. 2.)

CANADA. UNEMPLOYMENT INSURANCE COMMISSION. *Employees' Booklet on the Unemployment Insurance Act.* Ottawa, May 1941. 8 pp.

CANADA. UNEMPLOYMENT INSURANCE COMMISSION. *Information for Employers Regarding the Unemployment Insurance Act, 1940, Including Summary of Regulations.* Ottawa, May 1941. 22 pp.

"Discussion: Unemployment Compensation in the United States." *Transactions of the Actuarial Society of America*, New York, Vol. 42, Pt. 1, No. 105 (May 15 and 16, 1941), pp. 96-112.

Comments, including material on experience rating and finance, on the paper on unemployment compensation by R. H. Hohaus and F. S. Jahn which appeared in the *Transactions* for October-November 1940.

"The Dynamic Labor Market." *Employment Security Review*, Washington, Vol. 8, No. 8 (August 1941), pp. 1-5.

One of several articles in a special issue of the *Review* devoted to "The Labor Market in the Emergency."

Other articles are: Role of Labor Market Data, Labor Demands Likely to Develop, Our Reservoirs of Labor, and Assuring Adequate Labor Supplies.

"Employment Figures Mark Decade of Research." *Journal of International Electrical Workers and Operators*, Washington, Vol. 40, No. 8 (August 1941), pp. 404-405 ff.

A 10-year survey of significant employment facts concerning electrical workers, as compiled by the research department of the International Brotherhood of Electrical Workers.

FELLNER, WILLIAM. "The Technological Argument of the Stagnation Thesis." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 55, No. 4 (August 1941), pp. 638-651.

A discussion of the Keynes theory of underemployment equilibrium and of the stagnation doctrine as expounded by the American economist, Alvin Hansen.

MOORE, TOM. "Labor's Attitude Toward the Employment Service." *Canadian Congress Journal*, Ottawa, Vol. 20, No. 8 (August 1941), pp. 25-26.

A paper by the president of the Trades and Labor Congress of Canada.

NOVA SCOTIA. DEPARTMENT OF LABOUR. *Annual Report . . . for the Year Ended November 30, 1940.* Halifax: Provincial Secretary, King's Printer, 1941. 73 pp.

Includes information on youth training, employment services, and related activities of the Nova Scotia Department of Labour.

PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. BUREAU OF EMPLOYMENT AND UNEMPLOYMENT COMPENSATION. *Duration of Benefit Payments in Pennsylvania During 1939-40 Benefit Year.* Prepared by Research and Statistics Section. Harrisburg, 1941. 13 pp. Processed. (Statistical Information Bulletin No. 23, Aug. 20, 1941.)

"Summary of Amendments to the Illinois Unemployment Compensation Act." *Illinois Labor Bulletin*, Chicago, Vol. 2, No. 1 (July 1941), pp. 3-4 ff.

U. S. COUNCIL OF NATIONAL DEFENSE. ADVISORY COMMISSION. *Labor Speeds Defense; Report of Progress.* Washington: U. S. Government Printing Office, 1941. 40 pp.

A popularly written résumé of the work of the Commission's Labor Division.

WEYBRIGHT, VICTOR. "New Standards for Job Agencies." *Survey Graphic*, New York, Vol. 30, No. 9 (September 1941), pp. 457-459.

Summarizes shortcomings of certain private employment agencies as revealed at the hearings before the congressional committee investigating migratory labor in interstate commerce. The provisions of H. R. 5510, a bill to regulate private employment agencies engaged in interstate commerce, are outlined.

PUBLIC WELFARE AND RELIEF

"AASW Position on Public Social Services, as Revised by Delegate Conference May 31, 1941: Platform on Public Social Services." *The Compass*, New York, Vol. 22, No. 11 (August 1941), pp. 25-27.

The official policy of the American Association of Social Workers concerning public social services.

AMERICAN PUBLIC WELFARE ASSOCIATION. *Report of the Committee on Relief Policies, August, 1941*. Chicago: The Association, 1941. 6 pp.

Includes recommendations for a new category in the Social Security Act for grants-in-aid for general relief; more uniform provisions for public assistance; provision for medical care in public assistance grants; and variable grants to States, based on economic capacity.

AMERICAN PUBLIC WELFARE ASSOCIATION. *State Residence Requirements for Personnel in Public Assistance Agencies*. Chicago: The Association, April 1941. 11 pp. Processed.

A tabular annotated summary.

BLICKENSTAFF, C. E. "The Future of Social Welfare in Kansas." *Kansas Government Journal*, Topeka, Vol. 27, No. 9 (September 1941), pp. 18-19.

BRANDON, RODNEY H. "Departmental Reorganization." *Welfare Bulletin*, Springfield, Ill., Vol. 32, No. 8 (August 1941), pp. 3 ff.

The director of the Illinois Department of Public Welfare describes recent administrative changes in the department.

"Child Welfare." *Public Welfare Bulletin*, Bismarck, N. Dak., Vol. 6, No. 7 (July 1941), pp. 11-15. Processed.

Summarizes the record of child care in North Dakota and lists public and private administrative agencies in the State.

CLEVELAND. DEPARTMENT OF PUBLIC HEALTH AND WELFARE. DIVISION OF RELIEF. *Statistical Report of Fluctuations in Relief Case Load, Cases Under Care, and Applications for Relief for the Year 1940*. Cleveland, 1941, 19 pp. Processed.

ERNST, CHARLES F. "Public Welfare in the New Emergency." *Public Welfare News*, Chicago, Vol. 9, No. 8 (August 1941), pp. 2-6. Processed.

The article is designed to "help public welfare administrators do their own figuring as to what they each can do in the defense program." Based chiefly on the author's experience in directing a two-county project which the American Public Welfare Association and the region XII council of the Federal Coordinator of Health, Welfare, and Related Defense Activities conducted in California April 1 to May 19, 1941.

"Expenditures of the General Relief Program." *Quarterly Statistical Survey* (Indiana Department of Public Welfare), Indianapolis, Vol. 7, No. 3 (January-March 1941), pp. 3-9. Processed.

An analysis of relief disbursements in Indiana in 1940.

FAULKNER, JOHN. *Men Working*. New York: Harcourt, Brace, 1941. 300 pp.

A novel dealing with the lowest-paid group of workers aided by the WPA program—the manual-labor group in the South. Health and housing problems, amusements, spending habits, and the effects of curtailment of the work program are among the points emphasized.

FLANNER, P. D. *The Effect of the Defense Program on Our Relief Needs*. Chicago: American Public Welfare Association, 1941. 10 pp.

Changes in the composition of the relief group, current community attitudes toward relief, and other effects of the defense program on public aid.

GIFFORD, L. D. "County Indigent Cases." *Tax Digest*, Los Angeles, Vol. 19, No. 9 (September 1941), pp. 293-294 ff.

Data concerning the effects on county relief loads of the discontinuance of the California State Relief Administration.

JACKSON, HUGH R. *The Values in Preserving State and Local Participation in General Relief*. Chicago: American Public Welfare Association, 1941. 15 pp.

Advocates the grant-in-aid plan as distinct from a federally administered system.

KAPP, ADA O. *Intake Procedure of Dauphin County, Pennsylvania, Board of Assistance*. Chicago: American Public Welfare Association, 1941. 9 pp.

KETTLE, FLETCHER C. "OAA Act Amended." *Welfare Bulletin*, Springfield, Ill., Vol. 32, No. 8 (August 1941), p. 4.

Outlines recent Illinois statutory changes in old-age assistance.

LENDE, HELGA, Editor. *What of the Blind? A Survey of the Development and Scope of Present-Day Work With the Blind*. Vol. 2. New York: American Foundation for the Blind, Inc., 1941. 206 pp.

This companion volume to the 1938 collection bearing the same title contains new material on social security, case work, and economic adjustments of the blind. It consists of discussions of interpretations of blindness, special educational problems, personal adjustment of the adult blind, economic and vocational adjustment, statistics of blindness, and the Federal Government and the blind. Includes an article by Jane M. Hoey on "Aid to the Blind Under the Social Security Act."

MYERS, HOWARD B. *Effects of the National Defense Program on Unemployment and Need*. Chicago: American Public Welfare Association, 1941. 12 pp.

Presents reasons for believing that the number of employable workers in need of public assistance will continue to be large.

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HEALTH AND MEDICAL CARE

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